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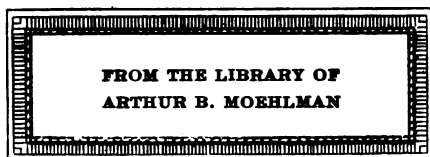
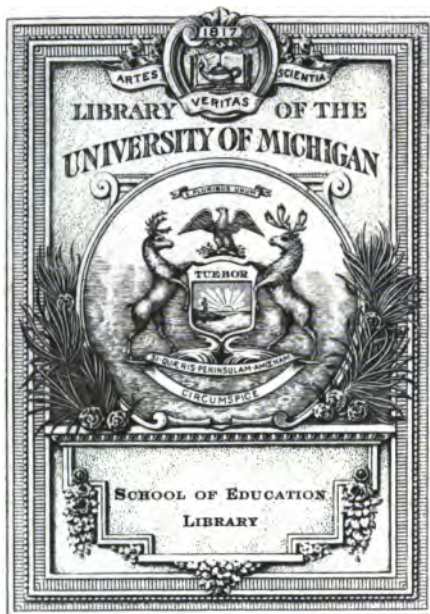
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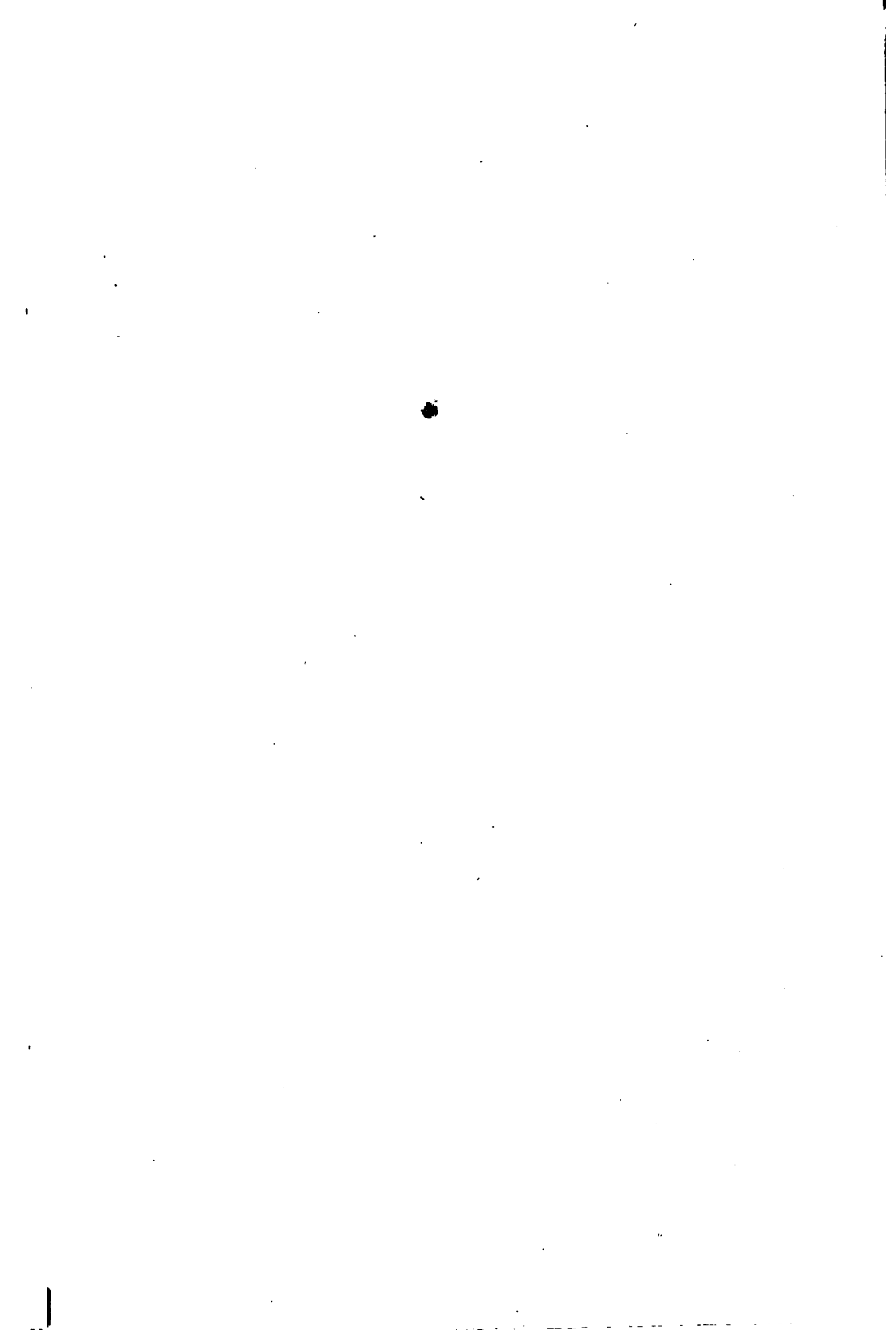
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Curriculum









# KNOW AND HELP YOUR SCHOOLS

An Interpretive Report of Inquiry No. 1  
Relating to Salaries, Training and Ex-  
perience of Teachers in the National  
Survey of Urban Public Schools : :

*Directed by*

The National Committee for Chamber  
of Commerce Cooperation  
with the Public Schools, *and*  
*the American City Bureau*

SECOND EDITION

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1920

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## FOREWORD

Chambers of commerce in the cities of the United States with a population of 8,000 and more have been asked to cooperate with city superintendents of schools and school boards in analyzing the present school situation and determining the facts on which to base school plans for the future. The chambers of commerce have been asked to take the leadership in conducting local campaigns of publicity to acquaint the citizen taxpayer with public school service and its needs, and in organizing community forces to secure an intelligent and adequate support for a program of improvements.

The decision to undertake this inquiry grew from a conference of a group of superintendents of schools with a few chamber of commerce secretaries which was held in Cleveland, Ohio, on February 24 at the invitation of the American City Bureau, New York. It was the opinion of all those present at this meeting, particularly of the superintendents of schools, that the cooperation of civic and commercial organizations with the city school officials was of vital importance in bringing together all classes of the community in support of a program of improvements planned to overcome the conditions which now menace the public schools.

At this meeting the National Committee for Chamber of Commerce Cooperation with the Public Schools was organized. It includes 33 secretaries of chambers of commerce and 31 superintendents of schools, representing in all 60 different cities.

The conference decided that effective aid by the chambers of commerce could be brought about only after a survey had been made of conditions in the schools as they are today, which would enable each organization to know how its local situation compared with that of other cities throughout the nation. The facts are not known. The Executive Committee has planned three separate inquiries to cover the following subjects:

### **Inquiry Number One:**

How much training do your teachers have?

How well do you pay your school employees?

What special inducements do you offer the teachers in your schools?

### **Inquiry Number Two:**

How well do you house your school children?

**Inquiry Number Three. Part I:**

**What is your educational program?**

**How adequately do you safeguard the children's health?**

**Inquiry Number Three. Part II:**

**How much does education cost your city? How will the rising costs be met?**

The American City Bureau offered to cooperate with the National Committee and at their request is directing this national survey and educational campaign. The Bureau will accept no monetary return for this service. Its purpose is to serve American cities through the leadership of the local chambers of commerce.

The Commonwealth Fund of New York has given to the National Committee the sum of \$10,000 to help meet the expense of this undertaking.

The data which are here assembled with respect to the salaries of teachers, supervisors and administrative officers from 359<sup>1</sup> American public school systems bring up-to-date information which superintendents of schools and chambers of commerce need in the consideration of teachers' salaries during the coming year. The study made by Dr. Evenden, Teachers College, Columbia University, New York, gives the facts for the period two years ago. The data assembled on Inquiry No. 1 includes more cities and brings the data up to the minute. This inquiry covers most completely the whole salary problem in American education.

It is clear to those who have worked on the first inquiry that it is only by means of the hearty cooperation of chambers of commerce and other groups of public spirited citizens who work in cooperation with them, including the Rotary and Kiwanis Clubs, women's clubs and labor organizations, that we may hope to develop the educational program which the country needs. These inquiries are intended to give throughout the nation a better understanding of the school situation based upon carefully assembled facts. The American people believe in the public school system. That they have not always supported it as generously as they should is not due to any lack of faith, but, rather, because of a lack of information. If superintendents of schools make available the facts with regard to the present situation, and if chambers of commerce undertake the obligation to carry these facts to the public, we shall have an informed public. The American people, when they come to a full realization of the present emergency, can cer-

<sup>1</sup> 380 cities answered Inquiry No. 1, but 21 answers were either lacking in essential information or too late to be included in this report.

tainly be counted upon to provide the support necessary for the maintenance and development of our public school system.

Within the next year there is the opportunity for a maximum of cooperative effort between the chambers of commerce and public school officials. The school needs the assistance of the chamber of commerce. The chamber of commerce can do no greater service to the country at the present time than to help the citizen to know and help the schools.

This first report has been prepared under the careful direction of the Executive Committee. The Committee desires to acknowledge the valuable assistance of Dr. M. G. Neale, Professor of Educational Administration, University of Missouri, in the preparation of the inquiry and the tabulation of the returns; that of Mr. G. C. Gamble in the statistical and graphic presentation; and that of Dr. E. S. Evenden, Teachers College, Columbia University, New York City, in the preparation of the interpretation of this report.

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# INTRODUCTION

by

**GEORGE DRAYTON STRAYER**

**Chairman National Committee for Chamber of Commerce  
Cooperation with the Public Schools**

The teachers in American cities are less well paid now than they were in 1913-14. The inquiry conducted by the National Committee on Chamber of Commerce Cooperation with the Public Schools shows that the average increase in teachers' salaries since 1913-14 has been sixty-one per cent. At the same time the increase in the cost of living has been over one hundred per cent.

If American public schools are to secure the services of as able men and women as were those recruited for the teaching profession ten or fifteen years ago, salaries must be still further increased. There is no problem which is of more importance to public-spirited citizens than that involved in the adequate support of the public school system. The real measure of the strength of our schools is to be found in the quality of man or woman engaged in teaching.

In the report which is presented herewith are tabulated the returns from three hundred and fifty-nine cities representing every section of the country and every size of city. The facts are given not only with respect to salaries, but also in regard to the amount of training and experience that teachers who are now serving have had. Any interested citizen can, from the tables and graphs which are included in this report, tell exactly where his city stands as compared with cities of similar size in his part of the country.

The problem of teachers' salaries is, in the last analysis, the problem of support and of taxation. Men and women who wish well for their communities and who are determined to maintain the standard of public education which has already been developed must think in terms of these fundamental issues. If the schools of a community are to be as good in 1920-21 as they were in 1913-14 they must either have doubled the rate of taxation, doubled the valuation of property upon which taxes are levied, or have found new sources of revenue. It is only by means of some such careful analysis of the situation as is presented in this report that the individual community can know what progress it has made toward meeting the situation.

There is need for concerted action. We are wealthy enough in the United States to support our public schools. We are able,

if we so desire, to improve and to develop them. We need to appreciate the necessity for an extension of our program to include a more significant endeavor to Americanize the foreign-born, a much more efficient provision for physical education and health service, a more generous provision for the education of adults, a reorganization which will take account of individual differences and of variations in vocational outlet, as well as funds for the payment of teachers' salaries which will enable us to attract and to keep able men and women in the profession. This salary inquiry may be thought of as an index to the situation on the financial side, since teachers salaries make up considerably more than half of the total cost of education.

The thoughtful citizen needs to ask himself, in the light of the returns which are presented in this inquiry, questions like the following: (1) Can teachers in our community have a comfortable place to live, good food, and decent clothes for the amount of money which we pay them? (2) Are the teachers who work in our schools able, on the salary paid to them, to make provision against the liabilities of illness and old age? (3) Do the teachers in our city have salaries sufficient to enable them to buy books, to subscribe to magazines, to enjoy music, to travel, to continue their professional study, and otherwise to lead the type of life which makes them the kind of men and women that can be most helpful to my boys and girls? (4) Would I want my son and daughter to go into teaching? Is the recognition given to teachers, in terms of salary, in my city sufficient to attract the ablest of the young men and young women in our community?

The quality of the service rendered in the public schools will certainly deteriorate if our American communities fail to give teachers adequate support. If American boys and girls are to have transmitted to them the ideals of our democratic society we must see to it that men and women of broad education who are able to participate with us in the development of our society are at work in our schools.

All organizations of citizens, whatever their special purpose may be, need to inquire concerning the problems which confront our public schools. This inquiry is the first of a series undertaken by a committee made up of secretaries of chambers of commerce and superintendents of schools. The pages which follow merit the very close scrutiny of those who believe that we are building in our public schools the foundation upon which rests the social structure in which we are to live and work tomorrow.

## PART I

# SALARY, TRAINING AND EXPERIENCE OF TEACHERS

The teacher is the most essential factor in our school system. It is becoming more difficult every year to secure adequately trained teachers because of the very inadequate salaries paid them. The first inquiry sent out by the National Committee for Chamber of Commerce Cooperation with the Public Schools was to determine the present condition of teachers' salaries and the salaries of other school employees in the cities of the United States.

### BEFORE AND AFTER THE WAR—

That the effect of the World War on the situation might be shown, superintendents were asked to furnish data for the years 1913-14 and 1919-20. The figures for these years will help to show the lack of adjustment between salaries and the changes in the cost of living during that period.

### CRISIS NOT REALIZED IN 1913-14—

Only a few educators and business men appreciated in 1913-14 that the schools were drifting toward inefficiency, because of a lack of trained teachers. Few realized the extent of this drift. Two years after our entrance into the war came a more general realization that our public school system was not doing all that it should and many campaigns were started in different cities to improve conditions.

These campaigns accomplished their purpose thru concerted action between the schools and the community. That the crisis remains is due to the fact that the public did not realize the extent of the needed reforms and not to its unwillingness to meet the situation. The primary purpose of this study is to acquaint the people with the actual situation.

The salaries for 1913-14 have an additional significance since they represent the period of the second extensive salary study conducted by the National Education Association. At that time it was generally agreed that teachers' salaries were very much too low. This fact is particularly important because so many recent salary campaigns have been planned for the purpose of paying teachers as well as they were paid before the war, when they were admittedly underpaid.

### A GUIDE FOR AN EDUCATIONAL PROGRAM—

It is the purpose of the tables and charts presented in Part I

to show the situation of teachers' salaries, training and experience in the cities of the country. This should enable communities to know their own situations and compare them with the tendencies of the country and with similar situations in other cities. It is intended further that these tables and charts should serve a progressive community in guiding any program of improvement which may be inaugurated by the school authorities, the committees on education of chambers of commerce and social organizations working in cooperation.

#### THE SURVEY OF VALUE FOR ALL CITIES—

This report is valuable not only to the cities which contributed to it, but for all cities of the country, since by gathering the data for their local situations, they can make comparisons with the conditions and tendencies in cities of like size and for the country at large.

#### FACTS ASSEMBLED REPRESENT ENTIRE COUNTRY—

The 1920 census will show approximately 900 cities of over 8,000 population. Since 359 cities of this size, or about 40 per cent are represented in the study, the figures given may be considered as representing accurately the conditions in the cities of this size for the year 1919-20 and may be used unhesitatingly as guides in determining budgets and programs for the year 1920-21.

#### EXPLANATION OF TERMS USED

To make clear the terms used in this report preliminary definitions must be given. The definitions and methods of calculation used by Professor Edward S. Evenden in *Teachers' Salaries and Salary Schedules*, published by the National Education Association, 1919, have been followed in the main, for the purpose of making the facts of this study comparable with those of his study which dealt with teachers' salaries for the school year 1918-19.

##### DEFINITIONS—

"A Distribution ("distribution table") is an arrangement of a group of measures in ascending (or descending) order, and indicates the number of times each measure is found in the cases under consideration.

"The First Quartile ( $Q^1$ ) or 25 percentile is that point on the scale below which exactly one-fourth of these cases fall, and above which three-fourths of the cases fall.

"The Median (mid-point) is that point on the scale which divides the distribution exactly in half, having one half of the cases fall below and the other half above.

"The Third Quartile ( $Q^3$ ) or 75 percentile is that point on the scale below which fall exactly three-fourths of the cases, and above which one-fourth of the cases fall.

"The Quartile Deviation ( $Q$ ) is one-half the distance on the scale between the first quartile and the third quartile. It is used to show how closely grouped the cases are about the median or mid-point. The smaller the value of " $Q$ " the closer the cases are grouped.

In computing medians and quartiles the step named from \$300-\$399 was considered as extending from \$300 to \$399.99, etc. One year of training above the eighth grade was interpreted as meaning from one year to just less than two, etc. One year of experience was taken to mean from one year of experience up to just less than two, etc.

It should be noted that this method shows salaries, training and experience slightly higher than is actually the case on account of the fact that salaries and teachers are

very frequently given in round numbers such as \$900, \$1000, \$1200, etc., and because in giving the numbers of years of training and experience many teachers probably gave the number of years which their periods of training and experience most closely approximated, running sometimes below and sometimes above, by a few months, the number of years indicated in the inquiry returns.

#### POPULATION GROUPS

Cities are classified in three population groups.

Group I includes cities having a population of 8,000 but less than 30,000.

Group II includes cities having a population of 30,000 but less than 100,000.

Group III includes cities having a population of 100,000 and more.

#### SECTIONAL GROUPS

Because salary conditions vary with sections of the country as well as size of cities, classifications were also made on the basis of the following five geographical groups.

*Section A.* Eastern (Industrial), including Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Vermont.

*Section B.* Southern States, including Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Tennessee, Texas, Virginia and West Virginia.

*Section C.* Great Lakes (Manufacturing), including Illinois, Indiana, Michigan, Ohio and Wisconsin.

*Section D.* Great Plains (Agricultural), including Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, Oklahoma and South Dakota.

*Section E.* Western, including Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.

The cities are comparable with three groupings according to size and five according to sections making fifteen separate groups. In determining population the preliminary figures of the 1920 census were taken where they were available by June 1, 1920. In other cases the latest estimate of the Bureau of the Census was used.

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#### SALARIES OF ELEMENTARY SCHOOL TEACHERS—

Table I gives the salaries paid elementary school teachers (men and women) in the years 1913-14, 1918-19, and 1919-20.

A comparison of these salaries shows that during the five year period from 1913-14 to 1918-19 teachers' salaries advanced 19 per cent, while during the period from 1913-14 to 1919-20 salaries advanced 59.2 per cent. The year 1919-20 saw an advance of over 40 per cent on the 1913-14 salary and an advance of 34 per cent over the salary of 1918-19. It is interesting to note that about 9 per cent of the teachers in these cities in 1913-14 received salaries of less than \$500 a year, and that this per cent had decreased to about one-half of one per cent in 1919-20.

#### THE NUMBER OF TEACHERS WHO RECEIVE \$1000 SALARY—

The tendency to pay more adequate salaries is further shown by the increase in the number of elementary school teachers receiving more than \$1000. In 1913-14 only 12 per cent of the elementary school teachers received more than \$1000 a year, and in 1919-20 this percentage has increased to 71 per cent. In order to realize the exact amount of progress represented by such figures

it is necessary to translate the \$1000 of 1913-14 into "1920 dollars" (less than 50 cents). The comparison should be made between \$1000 in 1913-14 and \$2000 in 1919-20. When this latter figure is used the 71 per cent dwindles to less than 1 per cent, which means

**TABLE I**  
**DISTRIBUTION OF SALARIES PAID TO MEN AND WOMEN ELEMENTARY SCHOOL**  
**TEACHERS IN THE YEARS 1913-14, 1918-19 AND 1919-20**

	1913-14	1918-19*	1919-20
Less than \$300.....	0	10	0
\$300- 399.....	686	280	84
400- 499.....	2,940	637	224
500- 599.....	6,846	2,060	448
600- 699.....	7,872	3,976	1,171
700- 799.....	7,917	5,922	2,832
800- 899.....	5,095	5,340	4,791
900- 999.....	4,724	5,202	6,199
1,000-1,099.....	3,192	2,909	8,086
1,100-1,199.....	491	2,669	5,937
1,200-1,299.....	854	1,999	6,017
1,300-1,399.....	129	836	5,034
1,400-1,499.....	162	533	3,058
1,500-1,599.....	92	41	4,323
1,600-1,699.....	45	50	3,474
1,700-1,799.....	21	16	1,321
1,800-1,899.....	8	12	925
1,900-1,999.....	6	4	222
2,000-2,499.....	6	3	531
2,500-2,999.....	0	0	6
3,000 and over.....	1	0	5
<b>Total.....</b>	<b>41,087</b>	<b>32,499</b>	<b>54,688</b>
<b>Q 1.....</b>	<b>597</b>	<b>720</b>	<b>966</b>
<b>Median.....</b>	<b>728</b>	<b>863</b>	<b>1,159</b>
<b>Q 3.....</b>	<b>899</b>	<b>1,033</b>	<b>1,406</b>

\*From Teachers Salaries and Salary Schedules by E. S. Evenden.

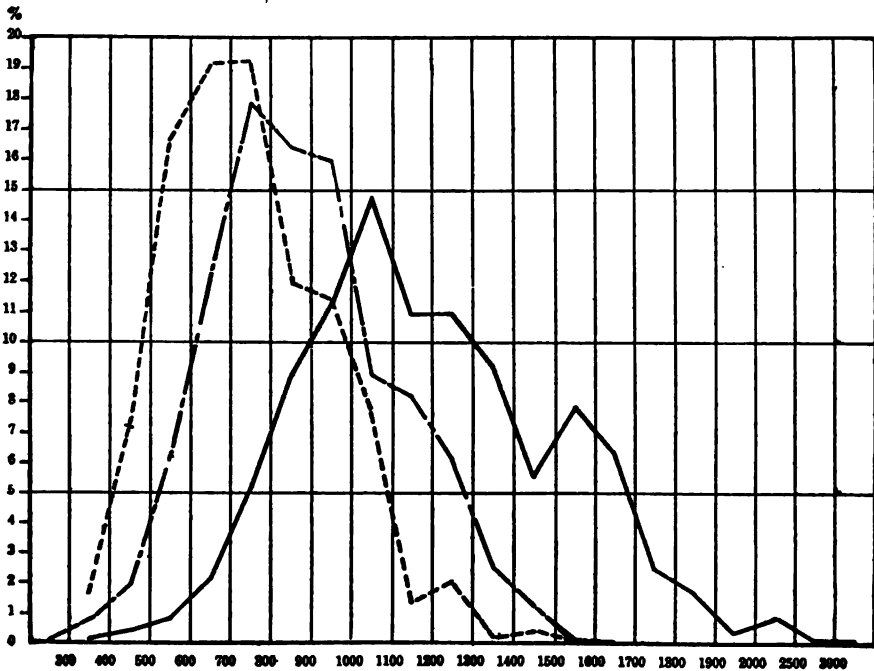
In 1913-14, one-half of the elementary school teachers in the cities reporting received less than \$728 (median). Three-fourth received less than \$899 (Q3) and one-fourth less than \$597 (Q1).

that less than 1 per cent of the elementary teachers in these cities are now receiving the equivalent of the 12 per cent in 1913-14 who received over \$1000.

Chart I shows the progress in salaries in the three periods given in Table I.

CHART I

Salaries of Elementary School Teachers during years 1913-14, 1918-19, and 1919-20 \*



Legend:

----- 1913-14  
 - . - . - 1918-19  
 \_\_\_\_\_ 1919-20

Graph to be read as follows: In 1913, approximately 19% of elementary school teachers were paid salaries between \$600 and \$700; in 1919-20, approximately 2% were paid salaries between \$600 and \$700.

\*Percentages derived from Table I.

#### SALARY INCREASES IN SIX YEARS—

Table II shows the salary increases paid to men and women teachers in the elementary, junior high and senior high school during the six year period between 1913-14 and 1919-20. The increases are given first in cities having between 8,000 and 30,000 population; second, in cities of from 30,000 to 100,000 population; third, in cities of over 100,000 population; and finally in all cities of 8,000 population and over.

#### SALARY OF WOMEN ELEMENTARY TEACHERS INCREASED 60%—

The per cent of increase granted to women teachers of the elementary schools is practically the same for each population



group, being 59 per cent for the first group, 62 per cent for the second group, 60 per cent for the third group, and 60 per cent for all cities of over 8,000 population. If the salaries for all teachers

**TABLE II**  
**INCREASES IN TEACHERS' SALARIES FROM 1913-14 TO 1919-20. FOR VARIOUS**  
**GROUPS OF TEACHERS IN CITIES OF DIFFERENT SIZES**

	Median 1913-14	Median 1919-20	Increase in Dollars	Per Cent Increase
<b>In Cities from 8,000 to 30,000 Population</b>				
<b>Men Elementary Teachers</b> .....	946	1,262	316	33
<b>Women Elementary Teachers</b> .....	597	950	353	59
<b>Men Junior High School Teachers</b> .....	1,079	1,446	367	34
<b>Women Junior High School Teachers</b> .....	707	1,059	352	50
<b>Men Senior High School Teachers</b> .....	1,095	1,598	503	46
<b>Women Senior High School Teachers</b> .....	838	1,212	374	45
<b>In Cities from 30,000 to 100,000 Population</b>				
<b>Men Elementary Teachers</b> .....	1,094	1,553	459	42
<b>Women Elementary Teachers</b> .....	669	1,087	418	62
<b>Men Junior High School Teachers</b> .....	966	1,494	528	55
<b>Women Junior High School Teachers</b> .....	783	1,253	470	60
<b>Men Senior High School Teachers</b> .....	1,282	1,807	525	41
<b>Women Senior High School Teachers</b> .....	944	1,388	444	47
<b>In Cities of Over 100,000 Population</b>				
<b>Men Elementary Teachers</b> .....	1,078	1,626	548	51
<b>Women Elementary Teachers</b> .....	807	1,293	486	60
<b>Men Junior High School Teachers</b> .....	1,300	1,774	474	36
<b>Women Junior High School Teachers</b> .....	850	1,478	628	74
<b>Men Senior High School Teachers</b> .....	1,538	2,080	542	35
<b>Women Senior High School Teachers</b> .....	1,221	1,758	537	44
<b>In Cities of 8,000 Population and Over</b>				
<b>Men Elementary Teachers</b> .....	1,040	1,517	477	46
<b>Women Elementary Teachers</b> .....	724	1,154	430	60
<b>Men Junior High School Teachers</b> .....	1,094	1,594	500	46
<b>Women Junior High School Teachers</b> .....	744	1,278	554	74
<b>Men Senior High School Teachers</b> .....	1,370	1,880	480	35
<b>Women Senior High School Teachers</b> .....	989	1,479	490	50
<b>Men and Women Teachers in Elementary, Junior and Senior High Schools</b> .....	768	1,235	467	61

In 1913-14 one-half of the men elementary teachers in cities with a population of from 8,000 to 30,000 received less than \$946. In 1919-20 one-half of the same group were receiving less than \$1,262, an advance of \$316 or 33%.

in elementary, junior high school and senior high school are considered, it will be noted that salaries for all teachers have increased 61 per cent during the period between 1913-14 and 1919-20.

The actual salaries paid for 1913-14 are given in Table III and for 1919-20 in Table IV.

**TABLE III**  
**DISTRIBUTIONS OF SALARIES OF ALL TEACHERS IN ALL SCHOOLS OF THE CITIES**  
**REPORTING FOR THE YEAR 1913-1914**

	Men Elem.	Women Elem.	Men Jr. H.S.	Women Jr. H. S.	Men Sr. H. S.	Women Sr. H. S.	Total	Per Cent of Total
Less than \$300.....	0	0	0	0	0	0	0	—
\$300-\$399.....	5	681	0	5	1	9	701	01.4
400- 499.....	12	2,928	0	15	3	24	2,982	06.0
500- 599.....	22	6,824	2	95	8	75	7,026	14.1
600- 699.....	57	7,815	1	142	34	342	8,391	16.6
700- 799.....	61	7,856	4	124	61	658	8,759	17.4
800- 899.....	78	5,017	11	110	154	848	6,218	12.4
900- 999.....	186	4,588	18	58	217	818	5,885	11.6
1,000-1,099.....	164	3,028	16	21	251	646	4,126	08.4
1,100-1,199.....	50	441	6	25	225	407	1,154	02.4
1,200-1,299.....	99	755	9	26	343	566	1,798	08.5
1,300-1,399.....	56	78	12	1	250	237	629	01.3
1,400-1,499.....	51	111	6	0	308	280	756	01.5
1,500-1,599.....	40	52	6	0	307	197	602	01.2
1,600-1,699.....	24	21	4	0	231	110	390	00.7
1,700-1,799.....	9	12	0	0	117	32	170	00.3
1,800-1,899.....	2	6	0	0	185	90	283	00.6
1,900-1,999.....	3	3	7	0	54	13	80	00.2
2,000-2,499.....	3	3	0	0	162	7	175	00.3
2,500-2,999.....	0	0	0	0	38	0	38	00.1
3,000 and Over.....	1	0	0	0	0	0	1	00.0
<b>Totals.....</b>	<b>873</b>	<b>40,214</b>	<b>102</b>	<b>622</b>	<b>2,944</b>	<b>5,354</b>	<b>50,109</b>	<b>100.0</b>
<b>Q1.....</b>	<b>\$879</b>	<b>\$594</b>	<b>\$942</b>	<b>\$629</b>	<b>\$1,108</b>	<b>\$828</b>	<b>\$622</b>	
<b>Median.....</b>	<b>1,040</b>	<b>724</b>	<b>1,094</b>	<b>744</b>	<b>1,370</b>	<b>989</b>	<b>768</b>	
<b>Q3.....</b>	<b>1,271</b>	<b>881</b>	<b>1,379</b>	<b>878</b>	<b>1,620</b>	<b>1,234</b>	<b>960</b>	

One-half of the men elementary teachers in all cities reporting receive less than the median salary, \$1,040. Three-fourths receive less than \$1,271 (Q3) and one-fourth less than \$879 (Q1).

## TEACHERS' SALARIES VARY GREATLY—

These tables show the very wide range of salaries for each of these groups. They indicate further that there are many teachers still receiving a mere pittance for their work and but few receiving salaries commensurate with the importance of the service they are rendering.

## THE LARGER THE CITY THE LARGER THE SALARY—

It should also be noticed from Table II that the larger the city the larger the salary and also that the larger the city the larger the increase given.

## LOWER SALARIES INCREASED MORE THAN HIGHER SALARIES—

This table shows further that there has been a tendency in the country to increase the lower salaries more than the higher ones. This tendency is commendable to the point where all teachers

receive a "living wage." After this has been secured it is very essential in securing competent teachers and administrators that the salaries for positions of additional responsibility shall be raised high enough to induce men and women of special ability to become teachers, and to know that their ability and extra efforts will be rewarded as in other lines of work.

**TABLE IV**  
**DISTRIBUTIONS OF SALARIES OF ALL TEACHERS OF ALL SCHOOLS OF THE CITIES**  
**REPORTING FOR THE YEAR 1919-1920**

	Men Elem.	Women Elem.	Men Jr. H. S.	Women Jr. H. S.	Men Sr. H. S.	Women Sr. H. S.	Total	Per Cent of Total
Less than \$300.....	0	0	0	0	1	0	1	00.0
300-399.....	2	83	0	0	1	1	86	00.1
400-499.....	2	222	0	2	1	7	234	00.3
500-599.....	6	442	1	15	1	18	483	00.7
600-699.....	9	1,162	0	51	2	28	1,252	01.7
700-799.....	13	2,819	5	105	6	43	2,991	04.2
800-899.....	16	4,775	4	179	1	200	5,175	07.2
900-999.....	40	6,159	22	387	35	414	7,067	09.6
1,000-1,099.....	42	8,044	16	363	57	683	9,205	12.6
1,100-1,199.....	44	5,898	28	427	67	728	7,187	09.8
1,200-1,299.....	99	5,918	51	511	157	1,045	7,781	10.7
1,300-1,399.....	68	4,966	47	402	170	891	6,544	08.9
1,400-1,499.....	99	2,959	37	348	239	761	4,443	06.3
1,500-1,599.....	105	4,218	59	234	328	849	5,793	07.9
1,600-1,699.....	91	3,383	60	242	383	777	4,993	06.7
1,700-1,799.....	52	1,269	41	198	387	621	2,568	03.5
1,800-1,899.....	74	851	53	185	434	677	2,254	03.2
1,900-1,999.....	50	172	42	178	440	421	1,308	01.8
2,000-2,499.....	93	488	63	53	1,078	993	2,718	03.8
2,500-2,999.....	5	1	4	2	428	148	588	00.8
3,000 and Over.....	5	0	0	0	151	27	183	00.2
<b>Totals.....</b>	<b>914</b>	<b>58,774</b>	<b>533</b>	<b>3,857</b>	<b>4,867</b>	<b>9,822</b>	<b>72,767</b>	<b>100.0</b>
<b>Q1.....</b>	<b>\$1,256</b>	<b>\$964</b>	<b>\$1,818</b>	<b>\$1,062</b>	<b>\$1,607</b>	<b>\$1,220</b>	<b>\$1,010</b>	
<b>Median.....</b>	<b>1,517</b>	<b>1,154</b>	<b>1,594</b>	<b>1,278</b>	<b>1,880</b>	<b>1,479</b>	<b>1,285</b>	
<b>Q8.....</b>	<b>1,797</b>	<b>1,897</b>	<b>1,854</b>	<b>1,544</b>	<b>2,052</b>	<b>1,788</b>	<b>1,537</b>	

One-half of the men elementary school teachers in all cities reporting receive less than the median salary, \$1,517. Three-fourths receive less than \$1,797 (Q8) and one-fourth less than \$1,256 (Q1).

### INCREASES GRANTED OTHER SCHOOL EMPLOYEES—

Salary increases for certain school employees, other than teachers, are shown in Table V. With the exception of librarians, attendance officers, clerks, pages and messengers in cities of from 8,000 to 30,000 population, no group of school employees has received as high a per cent of increase in salaries as elementary school teachers. If the salary for teachers in all groups is considered, it will be noted that none of the classes of school employees has received as high a per cent of increase in salary as elementary school teachers. School nurses, whose salaries have been increased 54 per cent during the period from 1913-14 to 1919-20, come nearest to the elementary teacher in the per cent of salary increase.

### ADMINISTRATORS RECEIVE SMALLER INCREASES—

From this table it is again noticeable that the higher salaries have not been increased as large a per cent as the smaller. This is

**TABLE V**  
**INCREASES IN SALARIES OF VARIOUS SCHOOL EMPLOYEES FROM 1913-14**  
**TO 1919-20 IN CITIES OF DIFFERENT SIZES**

	Median Salary 1913-14	Median Salary 1919-20	Increase in Dollars	Per Cent of Increase
<b>In Cities from 8,000 to 30,000 Population</b>				
Superintendents of Schools.....	\$2,350	\$3,287	\$937	39.9
Assistant Superintendents.....	1,750	2,178	428	24.4
Supervisors.....	(1)	1,337		
School Nurses.....	758	1,100	342	45.1
Librarians (including Asst. Librarians).....	515	907	392	76.1
*Attendance Officers.....	496	800	304	61.3
†Janitors and Other Employees.....	645	954	309	47.9
Clerks, Pages and Messengers.....	502	895	393	78.3
<b>In Cities from 30,000 to 100,000 Population</b>				
Superintendents of Schools.....	3,435	4,358	923	26.8
Assistant Superintendents.....	2,000	2,786	786	39.3
Supervisors.....	1,100	1,697	587	52.9
School Nurses.....	800	1,164	364	45.5
Librarians (including Asst. Librarians).....	683	1,073	390	57.1
*Attendance Officers.....	908	1,280	372	41.0
†Janitors and Other Employees.....	750	1,175	425	56.6
Clerks, Pages and Messengers.....	738	1,056	318	43.0
<b>In Cities of 100,000 Population and Over</b>				
Superintendents of Schools.....	5,187	5,833	646	12.4
Assistant Superintendents.....	3,166	4,045	879	27.7
Supervisors.....	1,708	1,998	290	17.0
School Nurses.....	792	1,246	454	57.3
Librarians (including Asst. Librarians).....	733	1,027	294	40.1
*Attendance Officers.....	1,045	1,400	355	33.8
†Janitors and Other Employees.....	768	1,137	369	48.0
Clerks, Pages and Messengers.....	762	1,066	304	39.9
<b>In All Population Group</b>				
Superintendents of Schools.....	2,726	3,651	925	33.8
Assistant Superintendents.....	2,900	3,450	550	19.1
Supervisors.....	1,099	1,652	553	50.3
School Nurses.....	789	1,218	429	54.3
Librarians (including Asst. Librarians).....	682	1,008	326	47.8
*Attendance Officers.....	803	1,218	415	51.7
†Janitors and Other Employees.....	731	1,087	356	48.7
Clerks, Pages and Messengers.....	707	1,030	323	45.7

(1) Less than \$1,000.

\*Not including chief Attendance officers.

†Includes, janitors, janitor's helpers, switchboard operators, watchmen, engineers and matrons.













In 1913-14 in cities from 8,000 to 30,000, one-half of the school superintendents received less than \$2,350 (median). In 1919-20, this median salary reached \$3,287, an increase of \$937 or 39.9%.

particularly true of the salaries of administrators. Superintendents and assistant superintendents for all cities have received an increase of only 34 per cent during the time that teachers have received 61 per cent and during the time that the cost of living has more than doubled. In the larger cities this is even more marked, as the superintendents have received but 12 per cent increase.

A comparison of the median salaries paid certain classes of school employees during 1919-20 is shown graphically in Chart II.

**CHART II**

**Comparison of Median Salaries Paid to Twelve Classes of School Employees in American Cities During the School Year 1919-20**

Men Senior High School Teachers.....	\$1,880	
Supervisors.....	1,652	
Men Junior High School Teachers.....	1,594	
Men Elementary School Teachers.....	1,517	
Women Senior High School Teachers	1,479	
Women Junior High School Teachers	1,278	
School Nurses.....	1,218	
*Attendance Officers.....	1,218	
Women Elementary School Teachers	1,154	
†Janitors and Other Employees.....	1,087	
Clerks, Pages and Messengers.....	1,030	
Librarians, Including Assistants.....	1,008	

\*Not including Chief Attendance Officers.

†Includes Janitors, Janitor's Helpers, Switchboard Operators, Watchmen, Engineers and Matrons.

In Tables VI to XII are given the actual salaries paid to superintendents of schools, assistant or deputy superintendents, supervisors, principals and assistant principals of high schools, junior high schools, and elementary schools and school librarians in the three groups of American cities.

#### **SMALL RECOGNITION OF ADMINISTRATIVE RESPONSIBILITY—**

These men and women are called upon to exercise executive ability in a complicated organization, and yet a very small per cent of them are paid salaries which place them in the "executive" class. The schools will experience a marked shortage in these positions unless the competition of the commercial field be met.

Table VI shows again that the larger cities pay the higher salaries, but it also shows that inadequate salaries are paid through-

**TABLE VI**  
**DISTRIBUTION OF SALARIES OF SUPERINTENDENTS OF SCHOOLS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,500	1	0	0	1
\$1,500-\$1,999	5	0	0	5
2,000- 2,499	16	0	0	16
2,500- 2,999	44	0	0	44
3,000- 3,499	73	11	0	84
3,500- 3,999	42	13	3	58
4,000- 4,499	21	23	2	46
4,500- 4,999	6	11	3	20
5,000- 5,499	5	12	9	26
5,500- 5,999	1	3	3	7
6,000- 6,999	2	6	9	17
7,000- 7,999	0	1	1	2
8,000 and Over	0	1	8	9
Totals	216	81	38	335
Q1	\$2,863	\$3,856	\$5,083	\$3,105
Median	3,287	4,353	5,833	3,651
Q3	3,774	5,115	6,472	4,421

One-half of the superintendents in cities from 8,000 to 30,000 population receive less than the median salary, \$3,287. Three-fourths receive less than \$3,774 (Q3) and one-fourth less than \$2,863 (Q1).

out the country for the important work of the city superintendent. This man must be the educational leader for his teachers and for the community. He must have executive ability and extensive and thoro training. It is unreasonable to expect this service at the salaries now paid.

**TABLE VII**  
**DISTRIBUTIONS OF SALARIES OF ASSISTANT OR DEPUTY SUPERINTENDENTS  
OF SCHOOLS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,500	2	0	1	3
\$1,500-\$1,999	3	3	1	7
2,000- 2,499	7	1	6	14
2,500- 2,999	1	7	1	9
3,000- 3,499	2	3	10	15
3,500- 3,999	0	1	11	12
4,000- 4,499	0	0	11	11
4,500- 4,999	0	1	5	6
5,000- 5,499	0	0	9	9
5,500- 5,999	0	0	3	3
6,000- 6,999	0	0	3	3
7,000- 7,999	0	0	0	0
8,000 and Over	0	0	1	1
Totals	15	16	62	93
Q1		\$2,500	\$3,325	\$2,473
Median	\$2,178	2,786	4,045	3,450
Q3		3,166	5,023	4,443

One-half of the assistant or deputy superintendents in cities from 30,000 to 100,000 population receive less than the median salary, \$2,786. Three-fourths receive less than \$3,166 (Q3) and one-fourth less than \$2,500 (Q1).

Table VII shows that relatively few cities with less than 100,000 population have assistant superintendents. Consequently the sal-

aries reported for this group represent only the larger cities. The organization of the modern city school system is becoming yearly so complex that the superintendent needs, among his assistants, specialists in an increasing number of subjects, such as business management, attendance bureau, health service, supervision of repairs, etc. This service cannot be obtained for the salaries which are paid in most American cities.

**TABLE VIII**  
**DISTRIBUTIONS OF SALARIES OF SUPERVISORS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,000.....	90	25	7	122
\$1,000-\$1,499.....	318	142	71	526
1,500-1,999.....	171	163	202	536
2,000-2,499.....	23	96	120	239
2,500-2,999.....	2	19	88	104
3,000-3,499.....	1	9	48	58
3,500-3,999.....	2	2	15	19
4,000-4,499.....	0	0	1	1
4,500-4,999.....	0	0	5	5
5,000 and Over.....	0	7	6	13
<b>Totals.....</b>	<b>602</b>	<b>468</b>	<b>558</b>	<b>1,623</b>
<b>Q1.....</b>	<b>\$1,096</b>	<b>\$1,319</b>	<b>\$1,652</b>	<b>\$1,269</b>
<b>Median.....</b>	<b>1,337</b>	<b>1,697</b>	<b>1,998</b>	<b>1,652</b>
<b>Q3.....</b>	<b>1,642</b>	<b>2,090</b>	<b>2,611</b>	<b>2,069</b>

One-half of the supervisors in cities from 8,000 to 30,000 population receive less than the median salary \$1,337. Three-fourths receive less than \$1,642 (Q3) and one-fourth less than \$1,096 (Q1).

Supervisors should be not only adequately trained teachers but, in addition they should be specialists in the line of work which they are supervising. This double preparation and the ability to secure the cooperation of teachers, pupils and the people of the community, cannot be secured for salaries which are but little better than those paid the regular teachers. Efficient supervisors are no less important when teachers are well trained than when they have very little preparation. In the latter case, supervisors must spend their time improving the teachers; in the former, in improving the schools.

The rapid growth of the American public high school in the last twenty years is undeniable evidence of its importance. The complexity of its organization, its many adjustments to the individual and to the community, call for skillful leadership in the person of the high school principal. Table IX shows that American cities paid them an average of about \$2500 last year. Compare the responsibilities of this position with those of some of the positions paying the same salary in the community, and it is safe to predict a shortage of well trained principals, unless the salary is improved.

**TABLE IX**  
**DISTRIBUTIONS OF SALARIES OF HIGH SCHOOL PRINCIPALS AND ASSISTANT**  
**HIGH SCHOOL PRINCIPALS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,000.....	6	1	0	7
\$1,000-\$1,499.....	26	5	0	31
1,500- 1,999.....	53	16	12	82
2,000- 2,499.....	86	31	56	173
2,500- 2,999.....	51	28	37	116
3,000- 3,499.....	24	21	60	105
3,500- 3,999.....	0	20	36	56
4,000- 4,499.....	1	10	23	34
4,500- 4,999.....	0	4	21	25
5,000 and Over.....	0	1	12	13
<b>Totals.....</b>	<b>252</b>	<b>137</b>	<b>269</b>	<b>658</b>
<b>Q1.....</b>	<b>\$1,767</b>	<b>\$2,198</b>	<b>\$2,426</b>	<b>\$2,100</b>
<b>Median.....</b>	<b>2,209</b>	<b>2,777</b>	<b>3,171</b>	<b>2,599</b>
<b>Q3.....</b>	<b>2,627</b>	<b>3,520</b>	<b>3,865</b>	<b>3,398</b>

One-half of the high school principals and assistant high school principals in cities from 8,000 to 30,000 population receive less than the median salary, \$2,209. Three-fourths receive less than \$2,627 (Q3) and one-fourth less than \$1,767 (Q1).

The unprecedented development of junior high schools within the last five years shows that they have become a permanent part of our school system. They occupy a keystone position between the elementary schools and the high schools and should furnish an opportunity for the American boy and girl to find himself. The success of these new schools will depend largely upon the kind of

**TABLE X**  
**DISTRIBUTIONS OF SALARIES OF JUNIOR HIGH SCHOOL PRINCIPALS AND**  
**ASSISTANT JUNIOR HIGH SCHOOL PRINCIPALS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,000.....	4	0	0	4
\$1,000-\$1,499.....	31	6	0	37
1,500- 1,999.....	33	16	4	53
2,000- 2,499.....	17	18	27	62
2,500- 2,999.....	2	9	36	47
3,000- 3,499.....	1	2	12	15
3,500- 3,999.....	1	0	5	6
4,000- 4,499.....	0	0	0	0
4,500- 4,999.....	0	0	0	0
5,000 and Over.....	0	2	0	2
<b>Totals.....</b>	<b>89</b>	<b>53</b>	<b>84</b>	<b>226</b>
<b>Q1.....</b>	<b>\$1,294</b>	<b>\$1,726</b>	<b>\$2,315</b>	<b>\$1,647</b>
<b>Median.....</b>	<b>1,644</b>	<b>2,125</b>	<b>2,653</b>	<b>2,158</b>
<b>Q3.....</b>	<b>1,981</b>	<b>2,493</b>	<b>2,945</b>	<b>2,643</b>

One-half of the junior high school principals in cities from 8,000 to 30,000 population receive less than the median salary, \$1,644. Three-fourths receive less than \$1,981 (Q3) and one-fourth less than \$1,294 (Q1).

men and women secured for their principals. Many of the salaries paid in these positions are not enough to secure a competent secretary, let alone to be considered adequate pay for the principal.



**TABLE XI**  
**DISTRIBUTIONS OF SALARIES OF ELEMENTARY SCHOOL PRINCIPALS AND ASSISTANT**  
**ELEMENTARY SCHOOL PRINCIPALS, 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$1,000.....	181	18	7	166
\$1,000-\$1,499.....	421	220	248	889
1,500- 1,999.....	218	824	611	1,148
2,000- 2,499.....	55	214	445	714
2,500- 2,999.....	7	83	245	285
3,000- 3,499.....	1	30	146	177
3,500- 3,999.....	0	11	73	84
4,000- 4,499.....	0	0	189	189
4,500- 4,999.....	0	0	0	0
5,000 and Over.....	0	6	0	6
<b>Totals.....</b>	<b>828</b>	<b>856</b>	<b>1,964</b>	<b>3,648</b>
<b>Q1.....</b>	<b>\$1,089</b>	<b>\$1,445</b>	<b>\$1,693</b>	<b>\$1,414</b>
<b>Median.....</b>	<b>1,836</b>	<b>1,793</b>	<b>2,180</b>	<b>1,839</b>
<b>Q3.....</b>	<b>1,662</b>	<b>2,187</b>	<b>2,830</b>	<b>2,880</b>

One-half of the elementary school principals in cities from 8,000 to 30,000 population receive less than the median salary, \$1,836. Three-fourths receive less than \$1,662 (Q3) and one-fourth less than \$1,089 (Q1).

The elementary school principal occupies a very important position, since he works directly with the home, pupil, and the class room teacher. The low salaries for this responsible place which are shown in the table above are a result of the promotion of successful

**TABLE XII**  
**DISTRIBUTIONS OF SALARIES OF LIBRARIANS (INCLUDING ASSISTANT**  
**LIBRARIANS), 1919-1920**

	In Cities of from 8,000 to 30,000 Population	In Cities of from 30,000 to 100,000 Population	In Cities of 100,000 Population and Over	In All Cities Reporting
Less than \$300.....	5	0	0	5
\$300-\$399.....	2	0	0	2
400- 499.....	4	0	1	5
500- 599.....	7	0	5	12
600- 699.....	5	4	6	15
700- 799.....	10	7	11	28
800- 899.....	6	12	19	37
900- 999.....	14	8	30	52
1,000-1,099.....	11	15	20	46
1,100-1,199.....	7	7	11	25
1,200-1,299.....	1	8	14	23
1,300-1,399.....	3	5	10	18
1,400-1,499.....	2	5	8	15
1,500-1,599.....	3	4	3	10
1,600-1,699.....	0	3	5	8
1,700-1,799.....	0	1	2	3
1,800-1,899.....	0	3	1	4
1,900-1,999.....	0	1	0	1
2,000-2,499.....	0	1	8	9
2,500-2,999.....	0	0	0	0
3,000 and Over.....	0	0	1	1
<b>Totals.....</b>	<b>80</b>	<b>84</b>	<b>155</b>	<b>319</b>
<b>Q1.....</b>	<b>\$640</b>	<b>\$888</b>	<b>\$883</b>	<b>\$834</b>
<b>Median.....</b>	<b>907</b>	<b>1,078</b>	<b>1,027</b>	<b>1,008</b>
<b>Q3.....</b>	<b>1,064</b>	<b>1,340</b>	<b>1,295</b>	<b>1,253</b>

One-half of the librarians in cities from 8,000 to 30,000 population receive less than the median salary, \$907. Three-fourths receive less than \$1,064 (Q3) and one-fourth less than \$640 (Q1).

teachers to principalships. A salary of \$1839 or less, which is the amount paid in half of our American cities last year, is entirely inadequate.

The salaries shown in table XII are clear evidence that American cities have not realized the important work which a trained

**TABLE XIII**  
**NUMBER OF YEARS OF TRAINING ABOVE EIGHTH GRADE RECEIVED BY VARIOUS**  
**GROUPS OF TEACHERS IN CITIES OF DIFFERENT SIZES**

	Median	25 Per- centile	75 Per- centile
<b>In Cities from 8,000 to 30,000 Population</b>			
Men Elementary Teachers.....	6.2	5.4	7.6
Women Elementary Teachers.....	6.2	5.5	6.7
Men Junior High School Teachers.....	7.4	6.1	8.3
Women Junior High School Teachers.....	6.7	6.0	7.6
Men Senior High School Teachers.....	8.4	7.1	8.9
Women Senior High School Teachers.....	8.4	7.3	8.9
<b>In Cities from 30,000 to 100,000 Population</b>			
Men Elementary Teachers.....	6.3	4.4	7.2
Women Elementary Teachers.....	6.3	5.2	6.8
Men Junior High School Teachers.....	6.9	4.9	7.4
Women Junior High School Teachers.....	6.8	6.1	8.2
Men Senior High School Teachers.....	8.4	7.3	9.0
Women Senior High School Teachers.....	8.5	7.1	9.0
<b>In Cities of Over 100,000 Population</b>			
Men Elementary School Teachers.....	6.1	4.2	6.9
Women Elementary Teachers.....	6.4	6.0	6.8
Men Junior High School Teachers.....	6.7	5.2	8.3
Women Junior High School Teachers.....	6.9	6.2	8.6
Men Senior High School Teachers.....	8.4	7.1	8.9
Women Senior High School Teachers.....	8.4	7.8	8.9
<b>In Cities of 8,000 Population and Over</b>			
Men Elementary Teachers.....	6.16	4.41	6.96
Women Elementary Teachers.....	6.36	5.46	6.83
Men Junior High School Teachers.....	6.86	5.75	8.30
Women Junior High School Teachers.....	6.79	6.09	8.32
Men Senior High School Teachers.....	8.40	7.15	8.94
Women Senior High School Teachers.....	8.43	7.61	8.91
<b>Men and Women Teachers in Elementary, Junior and Senior High Schools in Cities of 8,000 and Over.....</b>	<b>6.53</b>	<b>5.82</b>	<b>7.54</b>

One-half of the men elementary school teachers in the cities from 8,000 to 30,000 population have had less than 6.2 years of training above the 8th Grade. One-fourth have had less than 5.4 years and one-fourth have had more than 7.6 years of training above the 8th Grade.

librarian can do in the public schools. In her work with the pupil, the teacher and the community, it is necessary that she not only have a teacher's training but the technical training of a modern librarian as well. Very few of the salaries shown in Table XII would secure such librarians.

### MANY CITY TEACHERS BELOW STANDARD TRAINING—

In considering the salary status of teachers it is important to know the amount of training and experience they have had. Reports from 359 cities given in Table XIII show that the average amount of training of elementary school teachers is about 6 1-3 years beyond the elementary school course, that the average training of junior high school teachers is a little less than 7 years beyond the elementary school course, and that the average amount of training of senior high school teachers is about 8½ years beyond the elementary school course. This means that 50 per cent of the teachers in the elementary schools of American cities have had less than 6½ years of training beyond the eighth grade; that 50 per cent of the junior high school teachers have had less than 7 years training beyond, and that 50 per cent of the senior high school teachers have had less than 8½ years.

The amount of training of men and women teachers in elementary, junior high schools and high schools is given in Table XIV.

TABLE XIV  
DISTRIBUTION OF NUMBER OF YEARS OF TRAINING ABOVE EIGHTH  
GRADE RECEIVED BY TEACHERS

	Men Elem. Teachers	Women Elem. Teachers	Men Jr. H. S. Teachers	Women Jr. H. S. Teachers	Men Sr. H. S. Teachers	Women Sr. H. S. Teachers	Totals	Per Cent of Total
Less than 1 Year.....	65	264	8	19	12	18	316	00.49
1 Year.....	42	436	4	15	19	18	492	00.77
2 Years.....	88	1,014	16	41	45	39	1,155	01.82
3 Years.....	68	1,568	18	51	50	49	1,731	02.78
4 Years.....	242	6,001	74	338	212	477	7,102	11.21
5 Years.....	146	5,398	53	297	135	232	6,165	09.78
6 Years.....	466	24,893	180	1,229	450	831	27,583	48.55
7 Years.....	98	4,105	85	391	308	566	5,465	08.69
8 Years.....	194	2,598	139	699	1,170	4,233	9,489	15.00
9 Years.....	30	565	38	287	563	1,197	2,650	04.18
10 Years.....	13	213	18	85	229	349	894	01.42
11 Years.....	3	38	3	13	45	79	178	00.28
12 Years.....	4	38	4	7	44	38	126	00.20
<b>Totals.....</b>	<b>1,449</b>	<b>47,121</b>	<b>640</b>	<b>3,472</b>	<b>3,882</b>	<b>8,221</b>	<b>63,336</b>	<b>100.00</b>
<b>Q1.....</b>	<b>4.41</b>	<b>5.46</b>	<b>5.75</b>	<b>6.09</b>	<b>7.15</b>	<b>7.61</b>	<b>5.82</b>	
<b>Median.....</b>	<b>6.16</b>	<b>6.36</b>	<b>6.86</b>	<b>6.79</b>	<b>8.40</b>	<b>8.43</b>	<b>6.53</b>	
<b>Q3.....</b>	<b>6.96</b>	<b>6.83</b>	<b>8.30</b>	<b>8.32</b>	<b>8.94</b>	<b>8.91</b>	<b>7.54</b>	

One-half of the men elementary school teachers in all cities reporting have had less than the median 6.16 years of training above the 8th Grade. Three-fourths have had less than 6.96 years of training above the 8th Grade and one-fourth less than 4.41 years.

This table shows the surprising number of teachers with very meagre training, and that there are many teachers in high schools who are not themselves graduates of high schools.

It is a commonly accepted standard among city Boards of Education that the teachers in the elementary schools should be at least graduates of standard normal schools, which means a two-year professional course above graduation from a four-year high school. It is very significant to note in this connection that practically one-third of the teachers of American cities have less training than this low standard, and that there are thousands of teachers in the elementary schools of our American cities who have even less preparation than graduation from a four-year high school course.

#### UNTRAINED TEACHERS SHOULD BE REPLACED BY TRAINED TEACHERS—

In cities where teachers have entered recently the work of teaching with less than a high school education as a preparation, it is probable that they were admitted in order to meet an educational emergency in the form of a shortage of teachers. Where such a step was necessary, the school authorities and the community should see that the accepted standards of preparation are again enforced as soon as possible and these emergency teachers replaced by others who are well trained.

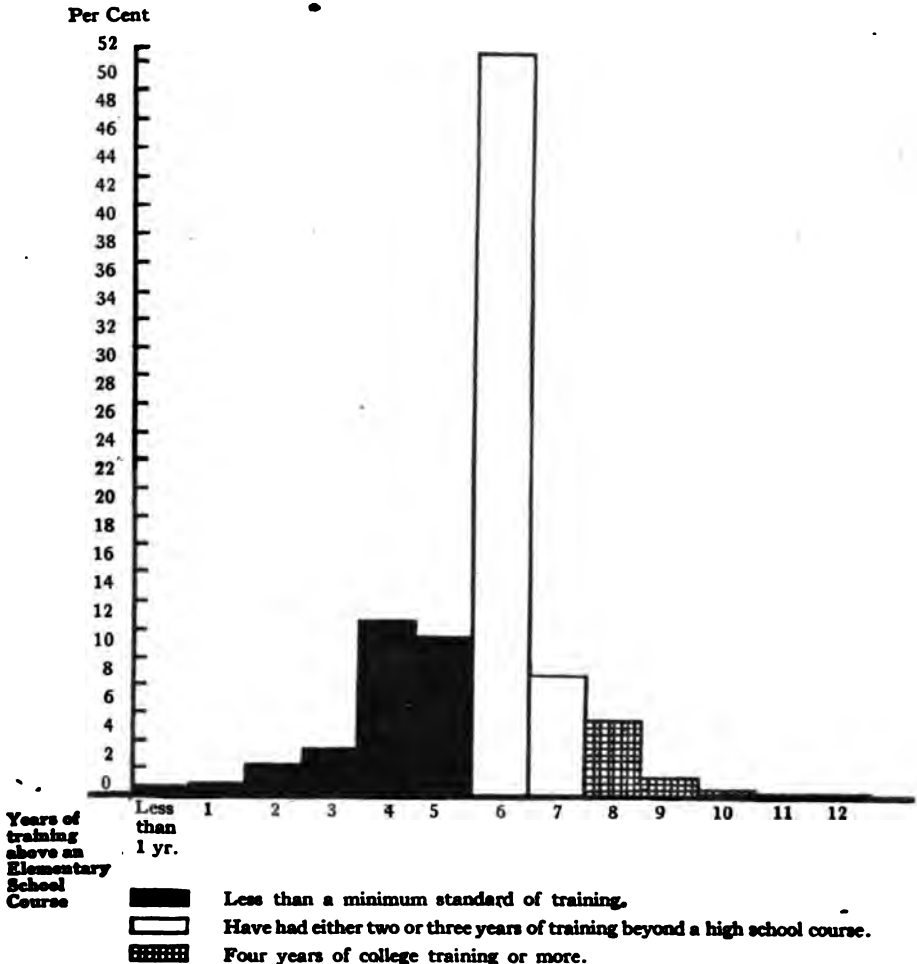
#### EQUAL TRAINING FOR ELEMENTARY AND HIGH SCHOOL TEACHERS—

There is a difference of two years between the professional training of elementary and high school teachers. The work of the elementary school in forming the habits and ideals of the children is as important as the work of any other school division. The teachers should be as well trained as those of the junior or senior high school. This is not possible unless the salaries are the same for equal training and experience. Some progressive communities have already adopted this policy. It is a safe prediction that in those cities the work of the elementary schools will be richer, the children will be kept in school longer, more of them will be attracted by the junior and senior high school, the general level of a community's intelligence will be raised and the future well-being of the city more definitely assured.

The amount of training above the eighth grade, of women elementary school teachers, is graphically shown in Chart III. This chart shows that 31 per cent of the elementary school teachers of

CHART III.

Distribution of Women Elementary School Teachers According to the Amount of Training They Have Received Above an Elementary School Course



the American city schools have had the equivalent of one year above the high school course, and 20 per cent have had only a four year high school course or less. The tendency in the country is toward the requirement of three and four years training above the high school for all elementary teachers.

#### CITY TEACHERS VARY GREATLY IN EXPERIENCE—

Table XV shows the number of years of experience for various groups of teachers in the cities of different sizes, and shows clearly that the teachers in American cities vary greatly in their experience.

**TABLE XV**  
**NUMBER OF YEARS OF EXPERIENCE OF VARIOUS GROUPS OF TEACHERS IN**  
**CITIES OF DIFFERENT SIZES**

	Median	25 Per- centile	75 Per- centile
<b>In Cities from 8,000 to 30,000 Population</b>			
Men Elementary Teachers.....	10.58	5.44	18.44
Women Elementary Teachers.....	8.19	4.46	15.01
Men Junior High School Teachers.....	8.45	3.71	16.00
Women Junior High School Teachers.....	8.92	5.06	13.94
Men Senior High School Teachers.....	6.9	3.8	12.9
Women Senior High School Teachers.....	7.4	4.2	13.2
<b>In Cities from 30,000 to 100,000 Population</b>			
Men Elementary Teachers.....	7.86	3.77	18.62
Women Elementary Teachers.....	9.16	4.77	16.82
Men Junior High School Teachers.....	5.50	2.75	12.27
Women Junior High School Teachers.....	10.77	5.71	17.76
Men Senior High School Teachers.....	8.8	5.3	14.5
Women Senior High School Teachers.....	9.7	5.6	16.7
<b>In Cities of Over 100,000 Population</b>			
Men Elementary Teachers.....	6.66	3.35	17.32
Women Elementary Teachers.....	10.44	5.36	18.43
Men Junior High School Teachers.....	6.77	4.00	10.89
Women Junior High School Teachers.....	11.1	6.3	18.8
Men Senior High School Teachers.....	10.8	6.6	18.3
Women Senior High School Teachers.....	11.	7.	18.6
<b>In Cities of Over 8,000 population</b>			
Men Elementary Teachers.....	8.10	3.71	17.94
Women Elementary Teachers.....	9.53	4.96	17.85
Men Junior High School Teachers.....	6.86	3.56	12.25
Women Junior High School Teachers.....	10.09	5.57	17.
Men Senior High School Teachers.....	9.22	5.26	15.88
Women Senior High School Teachers.....	9.43	5.42	16.18
Men and Women Teachers in Elementary, Junior and Senior High Schools in Cities of 8,000 and Over.....	9.47	5.03	17.49

In cities from 8,000 to 30,000 population, one-half of the men elementary teachers in the schools reporting have had less than 10.58 years of experience; one-fourth have had less than 5.44 years and one-fourth more than 18.44 years of experience.

### EXPERIENCE SHOULD BE SUPPLEMENTED BY TRAINING—

With this range of experience there is sure to be found a wide variation in preparation, many of the older and more experienced teachers having less than the more recently employed teachers.

Experience in and of itself is valuable. There is a point, however, when experience ceases to produce improvement without additional effort on the part of the teacher. Salaries should be paid which will encourage additional training for teachers now employed. Table XVI gives the years of experience of men and women teachers in elementary, junior and senior high schools.

**TABLE XVI**  
**DISTRIBUTIONS OF NUMBER OF YEARS OF EXPERIENCE OF TEACHERS, 1919-1920**

	Men Elem. Teachers	Women Elem. Teachers	Men Jr. H. S. Teachers	Women Jr. H. S. Teachers	Men Sr. H. S. Teachers	Women Sr. H. S. Teachers	Total	Per Cent of Total
Less than 1 Year.....	1	5	0	0	3	1	10	00.01
1 Year.....	121	2,614	59	148	220	381	3,493	05.12
2 Years.....	156	3,447	83	184	234	459	4,563	06.68
3 Years.....	118	3,355	61	198	252	544	4,523	06.64
4 Years.....	74	3,153	51	224	260	569	4,336	06.84
5 Years.....	98	3,349	47	258	256	600	4,603	06.74
6 Years.....	89	2,735	60	219	280	518	3,881	06.65
7 Years.....	81	2,803	42	176	290	639	4,031	05.91
8 Years.....	53	2,375	32	198	237	487	3,377	04.94
9 Years.....	47	1,962	31	183	185	396	2,804	04.12
10 Years.....	70	2,512	36	200	224	486	3,523	05.16
11-14 Years.....	112	5,962	64	520	559	1,148	8,865	12.25
15-19 Years.....	116	5,357	46	895	498	1,007	7,419	10.86
20 Years and Over.....	331	10,125	93	703	647	1,449	13,348	19.55
<b>Totals.....</b>	<b>1,447</b>	<b>49,759</b>	<b>705</b>	<b>3,601</b>	<b>4,145</b>	<b>8,634</b>	<b>68,291</b>	<b>100.00</b>
<b>Q1.....</b>	<b>3.71</b>	<b>4.96</b>	<b>3.56</b>	<b>5.57</b>	<b>5.26</b>	<b>5.42</b>	<b>5.08</b>	
<b>Median.....</b>	<b>8.10</b>	<b>9.53</b>	<b>6.86</b>	<b>10.09</b>	<b>9.22</b>	<b>9.43</b>	<b>9.47</b>	
<b>Q3.....</b>	<b>17.94</b>	<b>17.85</b>	<b>12.25</b>	<b>17.00</b>	<b>15.88</b>	<b>16.18</b>	<b>17.49</b>	

One-half of the men elementary school teachers in all cities reporting have had less than the median 8.10 years of experience. Three-fourths have had less than 17.94 years of experience and one-fourth less than 3.71 years.

### LARGER CITIES HOLD TEACHERS LONGER—

It is interesting to note that American cities are holding their teachers in service almost twice as long as the smaller towns and the rural schools. This is the result of the larger salaries and more secure tenure in larger cities. It is significant that about one-fifth have had only three or less years' experience and that about an equal number have been teaching twenty or more years.

## TEACHERS' SALARIES AND THE SUPPLY OF TRAINED TEACHERS

Teachers' salaries must always be studied from the standpoint of their effect on the supply of *trained* teachers. This consideration divides itself into two main questions. First, how do the salaries paid to teachers affect the present teaching staff, and, second, how will the present salaries paid to teachers affect the teaching staff of the future?

### A. EFFECT OF TEACHERS' SALARIES UPON PRESENT STAFF

#### THE SHORTAGE OF TEACHERS—

We were probably made nationally conscious of an educational crisis by the extreme shortage of teachers during the last two years of the war. The number of teachers leaving school work to render some form of war service was the direct cause for many of the teaching vacancies, but it is obvious that other causes were also operating since the shortage persisted after the war. The wages for all forms of work increased so rapidly during the years between 1914 and 1918 that many teachers found they could make much more adequate incomes with less effort and greater freedom in other fields of work. Prospective teachers also found that other lines of work offered more inducements. The supply was diminished by taking from the ranks of teachers many who were already serving and at the same time others who were preparing for teaching.

#### U. S. COMMISSIONER CALLS SITUATION SERIOUS—

In a statement quoted from United States Commissioner of Education P. P. Claxton, in the *Evening World*, September 10, 1920, he says, "the nation begins the year 1920-21 with a shortage of 90,000 adequately trained elementary and high school teachers and with a shortage of 75,000 school rooms, which, at the present building prices, would cost \$900,000,000 to construct." He expresses the condition for the coming year as being "one of the utmost seriousness." This condition exists after many campaigns to increase teachers' salaries and after the increases which are recorded in this study have been granted. It is a very telling argument that salary increases have not been sufficient and that Amer-



ican cities and American communities will be obliged to support their schools more adequately than they have ever before.

#### STANDARDS HAVE BEEN LOWERED—

During the last four years, when the shortage of teachers became evident, strenuous efforts were made by school officials in all cities to secure teachers. Of the 90,000 teachers lacking at the present time, a very large percentage will be secured before the school year progresses very far. The vital question to every community, however, is, "Who will be secured for these places, where will they be secured, and how well prepared will they be for the work?" In almost all cases during the last four years it has been found necessary to lower existing standards of age, education, training and experience in order to supply the schools with teachers.

#### SALARIES MUST PROVIDE MARGIN FOR IMPROVEMENT—

It would be a task of years, with present facilities, to provide a sufficient number of adequately trained teachers to replace all the untrained teachers of the country even if the students were available. This being true, it is necessary that our schools, if they are maintained at all for the next decade, must be maintained by the present staff, many of whom are at the present time untrained. It would be a wise investment for communities to pay salaries large enough to provide these teachers with a margin which could be used to secure additional training from time to time.

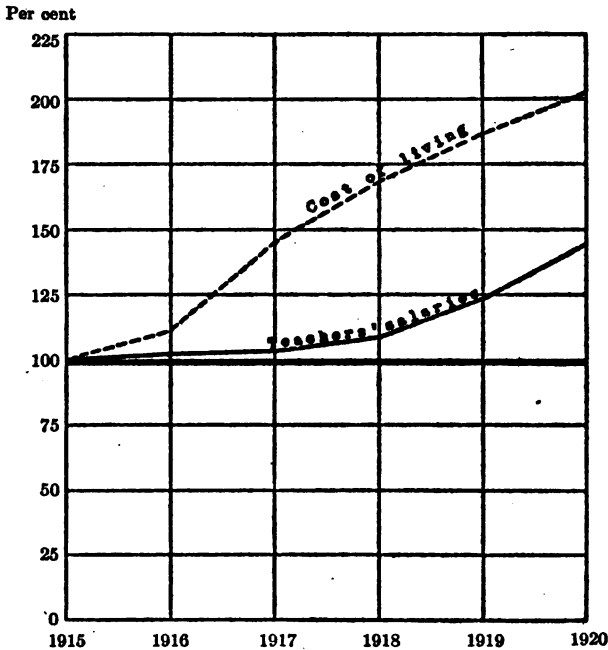
#### TEACHERS' SALARIES AND THE COST OF LIVING—

This discussion is concerned with the inadequacy of the teachers' salaries to meet the increasing cost of living. According to recently published computations of the National Industrial Conference Board No. 10, E. 39th Street, New York City, the cost of "all items" of the family budget increased 104.5 per cent between July 1914 and July 1920. These figures are in agreement with those of Dr. W. Randolph Burgess of the Educational Department of The Russell Sage Foundation in his recent study of school costs. He found that, during the five years between 1915 and 1920, the cost of living increased 100 per cent while teachers' salaries during the same period increased but 45 per cent. The following chart from Dr. Burgess' study shows this situation graphically.<sup>1</sup>

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<sup>1</sup> Trends of School Costs, W. Randolph Burgess, page 58, Russell Sage Foundation, New York City.

CHART IV



Teachers' salaries and the cost of living each year from 1915 to 1920  
in per cents of the figures for 1915

### TEACHERS' SALARIES AND WAGES IN OTHER LINES OF WORK—

It is difficult to make comparisons between the wages of teachers and the wages received in other lines of work because of the difference in the nature of the work, the preparation necessary to properly perform it and its importance to society.

Chart V also from Dr. Burgess' study shows the relative increase between the wages of laborers, artisans and teachers during the five year period between 1915 and 1920.

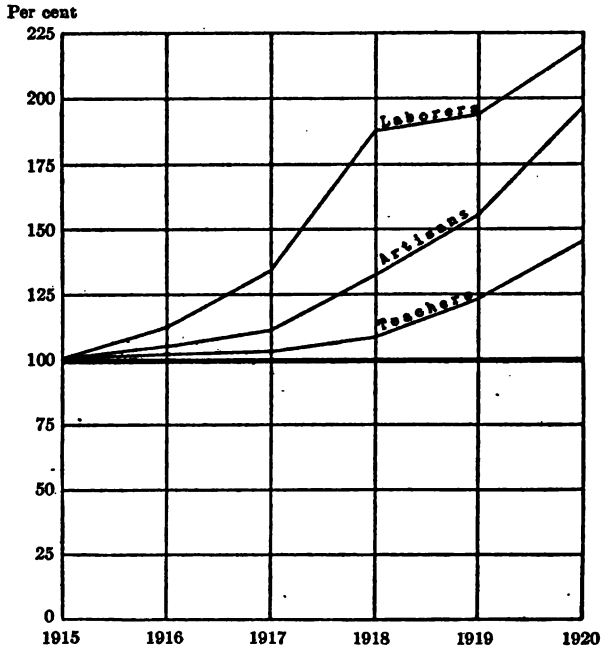
These comparisons show the attitude of American communities toward the work of teaching.

### B. EFFECT OF PRESENT SALARIES UPON FUTURE TEACHING STAFF

#### SHORTAGE IN TEACHER TRAINING INSTITUTIONS—

One serious phase of the teacher shortage is the failure in the supply of material for trained teachers. During the last four years the enrollment in normal schools and other teacher training insti-

CHART V



Salaries of Teachers and wages of laborers and artisans each year from 1915 to 1920 in per cents of the figures for 1915

tutions has decreased from 25 per cent to more than 50 per cent. Normal school presidents all over the country are complaining that they cannot keep their students for the full two year course. The pressure to teach is so strong that students with but half of the course completed are persuaded to discontinue their preparation and accept a teaching position. In many cases they will not return for the remainder of the work since the additional year's schooling will not bring them increased salary enough to make the investment of time and money worth while.

#### TRAINING MUST BE FINANCIALLY RECOGNIZED—

This condition cannot be remedied until the school boards of the country pay for training. A study involving over 100 representative cities in this report shows that it is a matter of mere chance whether a teacher's additional training will bring him a higher salary. This removes one of the strongest inducements to adequate preparation. This is practically the condition in the majority of American cities and should certainly be one of the first points of attack in any campaign for the improvement of the teaching staff.

## THE BEST STUDENTS ARE NOT ENTERING TEACHING—

A questionnaire addressed by the field secretary of the National Education Association to all of the county superintendents of the country in the fall of 1919-20 asked the question, "Are promising young men and women attracted today, as in the past, to teaching?" 1629 answered in the negative and only 122 answered "Yes." Students are intellectually keen enough to think of their schooling as an investment and to make that investment along the lines in which they can secure the largest returns.

## PROFESSION OF TEACHING ON TRIAL—

We are placing a great responsibility in our democracy upon our public school system. As our problems of self-government increase in number and complexity, so the responsibility of the schools increases in even larger proportion. National problems of illiteracy, Americanization, racial controversies, equalization of educational opportunity, health, industrial organization, require the product of our schools to be thinking Americans, provided with the knowledge and habits which will make them contributing members of a democratic society. Teaching needs to be made a real profession, one that will attract the best among our citizens, one which will warrant the training required in other professions and one which will grow in the importance of its service to the country from year to year. Adequate salaries are an absolute essential for the realization of this ideal.

## PART II

# RELATIVE POSITIONS OF 359 CITIES

The present report must do more than inform the country as to the extent of the present teachers' salary problem and the remedial measures which must be immediately taken. It must also give to each city some data which will help to solve its own particular problems in the light of conditions which are found to exist not only in the nation, but also in other cities of the same section and of similar size. Part I shows the national tendencies which must be considered in the intelligent planning of any program of improvement.

### EXPERIENCE OF OTHER CITIES VALUABLE—

It is stimulating to know what other individual cities are doing and to profit by their experience. The purpose of Part II is to present some of the most important facts about each city in order that it may realize more fully its relative and local situation and plan more wisely for improvement. It is impossible in a report of this nature to publish all the facts about each city. Consequently the data relative to women teachers in the elementary and high schools were selected since they comprise the two largest groups and will indicate accurately the local situation in all but a very few instances.

### WHAT THE TABLES OF PART II INCLUDE—

Tables XVIII to XXXII give the salaries for 1913-14 and 1919-20, the rank in each, the increase, the per cent of increase, the number of years training and experience and the rank in each of these particulars for women elementary teachers. They also give the salary, training and experience and the rank in each of these particulars for women high school teachers in 1919-20. The last column of the tables presents cities in which the increase in the budget for teachers' salaries for 1920-21 over the past year has been determined. School men, Chamber of Commerce committees and interested citizens will find that these tables throw additional light upon the national situation and are rich in suggestions for solving local problems.

### IMPORTANCE OF LOCAL ELEMENTS—

In order to assist readers in the use of the following tables, a brief discussion follows with some suggestive interpretations. It must be kept clearly in mind at all times that each city has its own

particular problem. Its many individual elements must be thoroughly familiar before any diagnosis *can* be made or before any program of improvement *should* be proposed.

#### SOME LOCAL ELEMENTS HANDICAP—

These cities may have a group of old experienced teachers receiving good salaries and with little training who are content to "let things stand," or an aggressive reactionary group of citizens who are opposed to increased taxes for schools, or a "self-made leading citizen" who has but little faith in school, or a state law limiting the amount of money which can be raised for school purposes.

#### SOME LOCAL ELEMENTS HELP—

Many individual elements may aid in improving conditions rather than hindering them, such as the interest of social and civic organizations, the location of a normal school or college in or near the city, and the employment of well trained and successful school superintendents.

#### SEVEN CLASSES OF CITIES—

There are seven classes, roughly speaking, into which cities may be grouped with respect to the way they support their public schools.

Class A comprises a few cities which already have realized the urgency of their situation and have promoted successful campaigns to meet the situation. These cities have either made or have plans under way which will keep them among the foremost cities of the country in the kind of school systems they support.

Class B consists of the group which is clearly in the lead of other cities. This group is arbitrarily taken as about one-fourth of the entire group and is designated in this study as the group in excess of the 75 percentile, which means that these cities do better in their support of schools than three fourths of the cities of the group.

Class C includes the larger group clustering more or less closely about the median or mid-point, some slightly above, some slightly below. This class constitutes about half of the entire group.

Class D is that group of cities clearly below the median or average standards for the group. This group comprises the lowest fourth among the cities and can be located below the 25 percentile.

Class E is made up of those cities which have neglected their schools so woefully that the most strenuous measures must be

adopted in order to overcome their present handicap. These cities suffer constantly from the fact that their neighbors pay higher salaries. In such cities the public will have to be educated to make increases in support of schools which will double or treble their support and which when first proposed will seem impossible.

Class F contains those cities paying relatively high salaries, where, for one reason or another, they do not receive a correspondingly high degree of training and efficiency.

Class G is that group of cities where the salaries paid are relatively low but where the city is still able to obtain teachers with a relatively high degree of training and ability.

It will be helpful for citizens to find the location of their city in the above classes, since the program which they propose and the method of putting it in operation will differ greatly for the various groups. This may be readily done and with relative accuracy, by comparing the figures for any given city with the tendencies for the country shown in the tables of Part I, and by comparing its own rank with others in its class and with the tendencies shown in Table XVII. Cities which did not participate in this survey may make the comparison for their situations by using the figures of the cities similar to their own.

#### SOME SUGGESTIONS FOR USE OF TABLES XVIII TO XXXII—

As a further aid to the use of Tables XVIII to XXXII, a few sample situations are herewith analyzed to indicate the information which may be secured from these tables and in a general way the method by which it may be interpreted.

#### CLASS A. ONE OF THE LEADERS—

City "T" ranked 3rd among 40 cities in the salary paid its elementary teachers in 1913-14 and in 1919-20 ranks 1st with an actual increase of \$624 or 52 per cent. It ranks 4th in the training of its teachers and 9th in the experience of its teachers. The high school situation is equally favorable. The salary increase proposed for next year is 15 per cent. City "T" has a national reputation for its good school system and many of its residents have selected it for that reason alone. It is, however, true that during the last six years its salaries have been growing relatively lower, even tho they have increased in dollars, because the increase has been but 52 per cent while other costs have increased more than 100 per cent. This means that as other cities increased their salaries in larger percentages than 52 per cent the advantage of City

"T" diminished. The proposed increase of 15 per cent for next year will do but little more than provide for the additional teachers needed by the increasing school population. City "T's" problem is to so support its schools that it may maintain its present position among the leading cities of the country in the efficiency of its public schools.

#### CLASS B. AMONG THE BETTER CITIES—

City "U" ranks 4th among 40 cities in the salary paid its elementary teachers, with a salary of \$1620, which represents an increase of almost 80 per cent in the last six years. The proposed salary increase for 1920-21 is given at 20 per cent. If this increase is to go to the present teaching staff and is not used for additional teachers, it will bring this city almost to the place where its salaries for teachers have "caught up" with the cost of living, assuming that the cost of living does not increase during the next year. Even though this is true the salary for elementary teachers is too low, considering the training and experience required. The beginning salary for teachers in this city is but \$1100. This salary is too low to attract the kind of teachers they must secure in the future if they wish to maintain their present position, let alone better it. The high school situation in this city is extremely favorable. The teachers rank 2nd in training and 5th in experience. The median salary of \$2250, while distinctly better than most of the cities of the same size as "U," will not so remain as other cities improve their salary schedules and recognize training and experience. This city would undoubtedly profit from a further campaign to increase the support of its schools.

#### CLASS C. ONE OF THE LARGE MIDDLE GROUP—

City "V" pays its elementary teachers a salary of \$1040, which makes it close to the median or middle salary for its group. It has increased its salaries 60 per cent within the last six years. This figure is large in comparison with the small salary of \$650 paid six years ago. The city ranks a little above the median for its group in the training of its teachers and a little below in experience. This means that they have a teaching force of fairly well-trained young teachers, and under present conditions it means that they will constantly lose the better ones from among these teachers to the cities paying higher salaries. The city must realize that only by making decided increases in its present salaries can it expect to remain even in the middle group. It cannot stand still and maintain its rank because other cities in its group will move up.



#### CLASS D. AMONG THE LOWEST FOURTH—

City "W" with a salary for elementary teachers of \$720 and for high school teachers of \$945 ranks among the lowest quarter of its group. It also ranks low in the training and experience of its teachers, most of whom are probably able to remain because their homes are in the city. This city can not compete with other cities in that section for the trained teachers from the normal schools and relies largely upon the graduates of its high school teacher training classes. Only the most vigorous campaign can raise the school support in this city to a point where it will not be exploited educationally by all of its neighbors.

#### CLASS E. A VERY LOW CITY—

City "X" pays its elementary teachers \$664 and ranks lowest in this respect and 3rd from the lowest in the salary paid its high school teachers. In the past six years it has increased its salaries by more than 75 per cent. This percentage, however, is based on such an impossibly low salary in 1913-14 that the present salary is still a tremendous handicap. Even with its increase of 75 per cent this community faces the problem of increasing its school budget, probably 200 per cent, before it can hope to give its children as good an education as the children of some of the other cities in its group. Whenever a shortage of teachers is felt in this section of the country, this city will probably have to lower its standards in order to secure teachers enough for its schools. The condition of the schools of this city will become worse yearly until enough progress can be made to place it among the better half of the cities in its group. This degree of progress will call for a relatively larger amount of effort on the part of the citizens than in cities like "T" or "U" which have placed themselves already among the better cities of their class. The campaign in "X" must constantly stress the fact that a lot of the increased support is not for progress but merely for the purpose of "catching-up" with the group and that not until that has been done can they hope to improve their situation materially.

#### CLASS F. GOOD SALARIES AND POOR RETURNS—

City "Y" ranks 2nd in its salary for elementary teachers paying a median salary of \$1860. It ranks next to lowest in the training of its teachers and about the middle in the matter of experience. The elementary teaching staff is composed largely of graduates of the local high school and teachers who have been in the schools

over an extended period. The better and more ambitious of the younger teachers continue their training after a year or two and are taken by other cities since "Y" starts its teachers at only \$1000. Its median salary is high because of the many older teachers who are receiving maximum salaries. The entrance standards should be raised, the minimum salary increased, and salary increases given in such a way that all of the teachers will be encouraged to secure additional training from time to time.

#### CLASS G. POOR SALARIES AND GOOD RETURNS—

City "Z" pays its elementary teachers a median salary of \$962, ranking in the lowest fourth of its group, and yet it ranks first in the training of its teachers with a median number of years training above the eighth grade of 7.4. This situation is possible because of the location in this city of a state normal college, which is offering two, three and four years courses above the completion of a standard high school. It is also possible because city "Z" is not far from one of the largest cities in the country in which two or three years of successful experience in "Z" or other similar cities is a very valuable aid to election. City "Z" has been fortunate in keeping an efficient school system at an extremely low cost, although it has sacrificed the accumulative efficiency resulting from the ability to keep well trained teachers in the schools over a period of years. The school system in this city will become yearly relatively poorer as the neighboring cities bid higher for the graduates of the state normal school. The Board of Education in "Z" will probably find within the next few years that if they wish to profit by the services of trained teachers their school budget will need to be increased practically 100 per cent.

As before mentioned these interpretations are merely suggestions to aid the educational committee of the chamber of commerce and the school officials in the use of the data included in the following tables.

Table XVII gives the 1913-14 and 1919-20 salaries, the increases and the per cent of increases for men and women teachers in the elementary, junior and senior high schools for cities of various sizes. The medians will show the location of the central salaries, the 25 percentile will give the upper limit of the lowest fourth of the cities and the 75 percentile will show the lower limit of the better one fourth. This table will assist in placing any individual city in its "progress class" and will also indicate very clearly the tendencies for cities of different sizes. For example, a city of

**TABLE XVII**  
**INCREASE IN TEACHERS' SALARIES FROM 1913-14 TO 1919-20**

	Median 1913-14	Median 1919-20	In- crease in Dollars	Per Cent In- crease	25 Per- centile 1913-14	25 Per- centile 1919-20	In- crease in Dollars	Per Cent In- crease	75 Per- centile 1913-14	75 Per- centile 1919-20	In- crease in Dollars	Per Cent In- crease
Cities of 8,000 to 30,000 Population												
Men Elementary Teachers.....	\$946	\$1262	\$316	38	\$732	\$1041	\$309	42	\$1062	\$1616	\$463	42
Women Elementary Teachers.....	597	950	353	59	504	810	306	61	702	1135	433	62
Men Junior High School Teachers.....	1079	1446	367	34	935	1216	281	30	1365	1662	297	22
Women Junior High School Teachers.....	707	1059	352	50	609	909	300	49	836	1249	413	49
Men Senior High School Teachers.....	1095	1598	503	46	928	1376	448	48	1296	1825	529	41
Women Senior High School Teachers.....	838	1212	374	45	732	1051	319	44	966	1418	452	47
Cities of 30,000 to 100,000 Population												
Men Elementary Teachers.....	1094	1553	459	42	903	1340	437	48	1320	1805	485	37
Women Elementary Teachers.....	669	1087	418	62	566	987	371	66	786	1287	501	64
Men Junior High School Teachers.....	966	1494	528	55	838	1255	422	51	1150	1752	602	52
Women Junior High School Teachers.....	783	1253	470	60	673	1081	408	61	983	1443	560	63
Men Senior High School Teachers.....	1282	1807	525	41	1071	1559	488	46	1516	1988	472	31
Women Senior High School Teachers.....	944	1388	444	47	825	1220	395	43	1089	1639	550	51
In Cities of Over 100,000 Population												
Men Elementary Teachers.....	1078	1626	548	51	933	1399	466	50	1329	1904	575	43
Women Elementary Teachers.....	807	1293	486	60	683	1080	397	53	958	1547	589	61
Men Junior High School Teachers.....	1300	1774	474	36	1125	1613	388	34	1550	1987	437	28
Women Junior High School Teachers.....	850	1478	628	74	580	1270	690	19	1100	1704	604	55
Men Senior High School Teachers.....	1538	2080	542	35	1318	1708	390	30	1806	2399	1093	61
Women Senior High School Teachers.....	1221	1758	537	44	1021	1519	498	49	1419	2055	636	45
Cities of 8,000 Population and Over												
Men Elementary Teachers.....	1040	1517	477	46	879	1256	377	43	1271	1797	526	41
Women Elementary Teachers.....	724	1154	430	60	594	961	370	62	881	1397	516	59
Men Junior High School Teachers.....	1094	1594	500	46	942	1313	371	39	1379	1854	475	34
Women Junior High School Teachers.....	744	1298	554	74	629	1090	461	73	878	1587	709	81
Men Senior High School Teachers.....	1370	1850	480	35	1103	1607	504	46	1620	2052	432	27
Women Senior High School Teachers.....	989	1479	490	50	828	1220	392	47	1234	1788	554	45
Men and Women Teachers in Elementary, Junior and Senior High Schools in Cities of 8,000 and Over.....	768	1235	467	61	622	1010	388	62	960	1537	577	60

In cities from 8,000 to 30,000, in 1913-14, one-half of the men elementary school teachers in the cities reporting received less than \$946 (median). In 1919-20, the corresponding point was \$1,262, an increase of 33%. In 1913-14, one-fourth of this same group received less than \$732 (25 Percentile). This same point advanced to \$1,041 in 1919-20, an increase of 309 or 42%. One-fourth of this group received more than \$1,062 (76 Percentile), during 1913-14 and in 1919-20, one-fourth received more than \$1,615, an increase at this point of 472 or 44%.

10,000 population paying its women elementary teachers in 1919-20 an average or a median salary of \$780 is paying less than the 25 percentile for that group, which is \$810. This city then ranks among the lowest fourth of the cities of the country in this respect. A salary between \$810 and \$1115 would have placed it in the middle class which has \$950 for its middle point. A salary above \$1115 would place it among the highest fourth. The percentage of increase must always be interpreted in terms of the amount of salary in 1913-14. A very low salary then makes the percentage of increase seem larger than it really is.

#### INCREASES DETERMINED FOR 1920-21—

Two hundred and thirty-seven of the cities reported on the increase in the teachers' salary budget which had been determined upon for 1920-21. This increase was given with the salary budget for 1919-20 as the base. Increases for next year vary from zero to eighty per cent, with a median or an average of about 30 per cent for all cities. The average is about the same for cities of different sizes.

#### SALARIES PAID MAKE INCREASES SIGNIFICANT—

The increases determined upon are significant only when considered in terms of the salaries actually paid last year. For example, an increase of 70 per cent in one city where the present salaries are very low will represent less adequate support of schools than an increase of only 30 per cent in another city which paid much larger salaries during the past year. *The last column of the following tables should be read in relation to the other data on that city.*

TABLE XVII—EASTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 66 CITIES BETWEEN \$,000 AND \$30,000 IN THE EASTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21	
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			
							Salary	Training	Ex-perience				Salary	Training		Ex-perience
Ansonia, Conn.	\$1,550	\$750	\$800	11	6.51	13.7	1	14.5	8	\$1,850	8.45	9.66	1	23	23	
Arlington, Mass.	1,281	757	524	69	7.0	7.0	5	23	53.5	1,533	8.46	12.50	6	22.5	8	
Asbury Park, N. J.	1,981	760	621	29	7.48	8.33	31	39	39	1,300	9.61	12.50	17	3	27	
Attleboro, Mass.	1,003	621	382	62	6.40	9.0	28	34	39	1,228	8.50	6.50	26	18	43.5	
Auburn, Me.	725	488	237	65	6.23	12.35	49	49	10	1,000	8.16	9.0	57.5	38	27.5	
Bath, Me.	747	453	294	65	2.11	10.13	60.5	62	24	887	8.16	3.5	63	61	22	
Beverly, Mass.	1,244	713	531	74	6.89	12.18	6	11	11	1,410	8.36	12.0	28	11	11	
Bradford, Pa.	913	553	360	65	4.80	12.86	38	56	9	1,138	8.62	7.0	39	11	41	18
Bridgeton, N. J.	838	513	325	63	5.96	17.75	50	51	44.5	1,037	8.12	8.5	52	42	33	20
Carbondale, Pa.	942	549	393	72	6.25	15.0	37	47	6.5	1,020	6.75	8.0	54	56	35.5	
Carlisle, Pa.	746	441	305	69	6.76	7.83	62.5	10	43	950	8.14	9.0	61	40	27.5	20
Central Falls, R. I.	1,339	604	735	122	6.52	15.0	2	13	6.5	1,500	9.25	12.0	7.5	7.5	11	48
Charlottesville, Va.	1,850	532	1,318	120	6.5	15.0	47	18.5	61	1,150	8.35	4.75	38	29	52	19
Clinton, Mass.	1,145	644	501	78	7.08	18.14	14	7	4	1,250	7.50	4.50	19.5	51.5	55	
Coatesville, Pa.	740				6.48	5.92	64	23	57	1,120	8.20	7.50	43	18	39.5	
Cohoes, N. Y.	963	559	404	72	4.71	20.0	32	57	2	1,187	6.20	10.0	33.5	54	21	
Columbia, Pa.	746	446	300	67	4.85	10.25	62.5	55	22.5	1,050	5.50	20.0	48.5	59	2	11
Dunkirk, N. Y.	845	637	208	93	6.50	6.92	48.5	18.5	55	1,129	7.80	16.0	42	47.5	25	8
Easthampton, Mass.	1,035	486	549	113	6.25	11.5	25	47	15.5	1,212	7.80	9.25	29.5	47.5	51	10
Enfield, Conn.	1,117				6.36	7.25	17	38	52	1,187	8.25	5.0	33.5	35.5	51	24
Englewood, N. J.	1,211	828	383	46	6.5	8.87	7	18.5	32	1,540	8.54	10.50	5	14.5	16	33
Fulton, N. Y.	782	642	140	22	6.25	7.7	55	47	46	1,065	8.33	4.50	45	55	55	
Gardner, Mass.	1,061	538	523	97	6.44	5.16	18	31.5	60	1,233	8.33	3.25	24.5	30.5	62	
Glens Falls, N. Y.	1,048	588	460	78	6.48	11.5	21	23	15.5	1,239	8.12	20.0	22	42	2	32
Gloversville, N. Y.	904	639	265	41		5.28	40		59	1,212	8.85	8.66	29.5	10	31	40
Granville, N. Y.	773	539	234	43	6.32	7.33	56	43	50.5	1,050	8.00	13.75	48.5	45	6	40
Greenfield, Mass.	1,155	559	596	107	7.14	8.83	12	6	33.5	1,400	9.35	7.5	11.5	5	39.5	35
Keene, N. H.	763						58									
Kingston, N. Y.	909				7.22		39	5	58	1,043	9.45		51	4	16	
Lackawanna, N. Y.	1,050	511	539	105	6.37	5.88	20	36.5	58	1,466	6.80	10.5	9	57	21	33
Lancaster, N. H.	758	540	218	40	6.44	7.5	59	31.5	48	925	7.87	10.0	62	46	46	
Lansford, Pa.	766	442	324	73	6.94	7.5	57	8	48	983	8.30	5.50	59	33	48.5	
Lebanon, Pa.	960	565	395	70	5.50	8.83	33	54	33.5	1,290	7.50	7.75	18	51.5	37.5	
Lebanon, Pa.	857	468	389	83	6.93	8.42	46	9	38	1,236	9.25	10.0	23	7.5	21	35
Lewistown, Pa.	747				6.46	8.25	60.5	26.5	40	1,050	6.57	4.62	48.5	49	53	35
Little Falls, N. Y.	1,025	633	392	62	6.46	10.25	26	26.5	22.5	1,138	7.50	12.00	36	18	11	20
Marblehead, Mass.	947				6.28	20	36	45	2	1,130	7.50	20.0	41	51.5	12	21
Melrose, Mass.	1,334	726	608	84	6.37	10.64	3	36.5	19	1,573	8.46	10.5		22.5	16	48

TABLE XVIII (continued)—EASTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21
	Salary 19-20	Increase Since 18-14	Per Cent Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Training Above 8th Grade	Years Ex-perience	Rank for 1919-20				
						Salary	Training	Ex-perience			Salary	Training	Ex-perience		
Methuen, Mass.	1,157	484	673	8.0	7.75	11	1	44.5	1,233	10.66	4.33	24.5	1	57	16
Middletown, Conn.	1,203			6.38	11.42	10	35	18	1,500	8.10	6.75	7.5	42	42	10
Millville, N. J.	789	504	285	6.38	7.0	53	41	53.5	1,080	8.15	4.25	63	44	68	32
Monessen, Pa.	880	537	343	6.50	4.04	41	18.5	63	1,250	8.46	5.66	19.5	22.5	47	20
Montclair, N. J.	1,240	814	426	6.51	9.0	7	14.5	30	1,650	8.54	11.75	2	14.5	13	32
New Brunswick, N. J.	1,153			6.43	8.63	13	33	35	1,627	8.46	16.33	3	22.5	6	
New London, Conn.	994	559	435			29	41	12				32	58	55	
North Attleboro, Mass.	1,041	623	418	6.35	11.29	22	29	28	1,200	6.91	4.50	56	27	43.5	42
Norwalk, Conn.	861	592	269	6.45	9.66	43	29	5	1,012	8.37	6.50				21
Norwich, Conn.	1,039	540	399	6.0	15.05	23	50	50.5				37	18	27.5	36
Olean, N. Y.	1,365	569	416	7.3	7.33	30	59		1,154	8.50	9.0	55	39	60	30
Olean, N. Y.	1,009	535	474	8.9	7.5	27		48	1,218	8.12	3.88	57	33	27.5	19
Oneonta, N. Y.	821	565	256	6.45	9.0	51	29	30	1,000	8.30	6.50	60	37	48.5	80
Owego, N. Y.	590			5.77	20.0	66	52	42	966	8.23	9.50	13	18	24	
Phoenixville, Pa.	796	522	274	2.36	7.84	52	61	22	1,383	8.23	10.25	21	37	24	
Plantfield, N. J.	1,133	861	272	6.47	11.48	15	25	12	1,243	8.50	8.5	20	18	18	
Port Chester, N. Y.	955	861	94	6.53	4.62	34.5	53	14	1,317	8.30	5.83	40	33	33	
Pottsville, Pa.	845			4.57	11.64	48.5	53	14	1,184	8.42	5.83	29.5	26	45	
Rahway, N. J.				6.83	8.5	34.5	41	36.5	1,212	9.30	11.5	11.5	6	14	33
Revere, Mass.	739	216	29	7.09	6.96	19	2	56	1,400	9.30	7.5	36	51.5	30	42
Saratoga Springs, N. Y.	629	427	68	6.5	11.75	44.5	18.5	13	1,167	8.61	6.25	29.5	12.5	30	42
Sharon, Pa.	860	600	260	43	5.77	24	82.5	27	1,212	8.38	6.25	29.5	12.5	50	20
Titusville, Pa.	1,033	475	563	119	9.83	24	39	20	1,056	8.33	12.50	46	30.5	8	33
Titusville, Pa.	860	568	232	51	6.35	44.5	39	20	1,325	10.26	10.16	16	2	19	7
Tonawanda, N. Y.	1,129	709	420	59	6.0	16	60	36.5	1,067	8.26	4.0	44	35.5	59	22
Tyone, Pa.	753	488	237	61	8.5	54	40	41	1,060	6.62	7.75	48.5	12.5	37.5	40
Waterville, Me.	870			6.31	8.13	42	44	41	1,060	8.61	8.0	14.5	56	36.5	
W. Springfield, Mass.	1,322			6.45	10.10	4	29	25	1,363	9.08	6.75	14.5	9	46	
Weymouth, Mass.	1,223	717	512	7.29	10.32	8	4	21	1,363						

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XIX—GREAT LAKES STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY  
 AND HIGH SCHOOL TEACHERS IN 67 CITIES BETWEEN \$,000 AND \$0,000 IN THE GREAT LAKES STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS						WOMEN HIGH SCHOOL TEACHERS						Per Cent of Increase for 1920-21		
	Salary 19-20	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			
						Salary	Training	Ex- perience				Salary		Training	Ex- perience
Adrian, Mich.	\$1,045	\$623	68	6.29	9.83	16	17	26	\$1,250	8.36	11.0	26	35	7	32
Alliance, Ohio.	1,007	543	44	6.65	12.8	20.5	2	6.5	1,230	9.10	9.0	28	3	17.5	25
Alpena, Mich.	783	240	44	5.78	7.0	56.5	35	41.5	1,066	8.43	2.50	43	29	54	30
Alton, Ill.	885	614	44	6.04	12.4	39	26	9	1,305	8.36	11.37	19	2	6	7
Ann Arbor, Mich.	1,250			6.81	9.5	3	15	9	1,612	9.40	7.75	2	21.5	24	
Appleton, Wis.	876	300	52	6.53	7.67	40	4	37.5	1,390	8.50	6.50	12	35	32	35
Bedford, Ind.	814	713	101	5.72	8.5	53	38	30.5	950	8.36	7.60	52.5	48		38
Belle Center, Ohio.	663	360	34	5.83	3.5	62.5	56	50	760	8.00		58			20
Belleville, Ill.	967	644	323	4.37	5.5	24.5	56	50							20
Beloit, Wis.	912	570	342	6.4	5.86	33	10.5	49	1,086	8.47	7.25	41	26	28.5	40
Benton Harbor, Mich.	845	864		6.28	6.42	52	18.5	51	1,045	8.23	3.83	46	44	49	
Blue Island, Ill.	820	233	28	6.41	12.8	13	19	6.5	1,520	8.57	9.00	6	15.5	17.5	20
Cadillac, Mich.	783	483	300	6.32	4.30	56.5	14	57	1,200	7.50	4.50	32.5	50	45.5	25
Cairo, Ill.	853	477	376	4.91	11.0	46.5	48	15	1,228	7.87	7.50	29	49	26	10
Cambridge, Ohio.	689	417	272	6.5	6.25	60	32.5	53	825	8.57	3.50	57	15.5	51.5	43
Cambridge, Ohio.	863	565	298	6.14	10.5	42	23	20.5	838		5.82	56		36.5	
Champaign, Ill.	1,007			6.5	3.87	20.5	5	59	900	9.31	4.68	55	1	44	30
Chicago Heights, Ill.	846	194	30	5.74	7.33	51	36.5	38	912	8.75	3.75	54	8	50	33
Chillicothe, Ohio.	663	438	225	4.72	6.76	62.5	50	43	1,050	8.08	9.25	44.5	46	16	30
Coshocton, Ohio.	853	709	144	20	5.39	7.16	46.5	40	2,193	8.74	13.63	1	9	3	
Crawfordsville, Ind.	1,795	842	953	7.06	11.85	1	1	11	950	8.33	1.00	49	40	55	50
East Cleveland, Ohio.				5.11	7.0	50	45	41.5	990	8.58	10.50	49	13.5	10	
East Palestine, Ohio.	847			4.95	5.16	61	47	54	1,378	8.35	10.50	18	6	10	40
Elwood, Ind.	675	527	148	4.95	5.16	61	47	54	1,378	8.35	10.50	18	6	10	40
Elyria, Ohio.	1,133	647	486	6.34	10.75	6	13	18	1,150	8.58	9.50	36	13.5	14	25
Findlay, Ohio.	900	554	346	4.52	10.5	36	53	20.5	1,150	8.58	9.50	36	13.5	14	25
Fond du Lac, Wis.	1,041	635	406	6.47	8.30	17	7	23	1,316	8.36	6.50	18	35	32	45
Frankfort, Ind.	811	629	182	5.21	10.0	54	43	23	1,033	8.50	4.00	47	21.5	47.5	33
Frankfort, Ind.	967	550	417	76	6.20	24.5	43	23	1,033	8.50	4.00	47	21.5	47.5	33
Fremont, Ohio.	772	527	245	5.25	6.20	58	41.5	47	1,260	8.50	4.00	24	21.5		20
Granite City, Ill.	903	662	241	36	6.20	58	41.5	47	1,642		4.50	3		45.5	50
Hobart, Ind.	898	251	37	6.2	9.0	28.5	21.5	28	1,100	8.40	8.25	40	32	21	35
Huntington, Ind.	936	685		10.9	9	28.5	21.5	28	1,100	8.41	6.50	20	31	39.5	55
Ironton, Ohio.	1,104			6.2	9.0	8	8	1	1,258	8.21	5.75	25	45	30	28
Janesville, Mich.	1,021	637	69	6.42	12.7	18	10.5	27	1,271	8.36	6.62	22.5	35	36.5	20
Jessamine, W. Va.	1,094	568	526	93	9.08	9	55	1	986	8.33	20.00	50	40	1	25
Kalamazoo, Mich.	1,050	546	504	92	20.00	14	46	15	1,190		4.00	34		47.5	20
Kalamazoo, Mich.	925	569	356	4.47	11.0	31									

TABLE XIX (continued)—GREAT LAKES STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21
	Salary 19-20	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			
						Salary	Training	Ex-perience				Salary	Training	Ex-perience	
Kewanee, Ill.	789	504	285	5.84	10.7	55	29	1,025	8.27	6.50	48	43	32		23
La Salle, Ill.	1,139	762	377	5.43	16.05	5	39	1,139			37	38	8		30
Lincoln, Ill.	369	660	209	3.75	3.75	41	57	1,271	8.35	10.83	22.5	29	14		45
Logansport, Ind.	936		32	4.05	10.44	28.5	54	1,216	8.50	5.16	31	10	42		
Ludington, Mich.	856	528	328	6.2	8.5	45		1,400	8.64	6.00	88	42	35		
Manistee, Mich.			62	5.38	11.37		30.5	1,130	8.31	6.00		11.5	20		
Marion, Ohio	399	460	439	5.8	7.25	37	33.5	1,180	8.60	8.50	17	35	39.5		18
Michigan City, Ind.			95	6.33	8.33		18.5	1,321	8.36	5.50	15.5				
Middletown, Ohio	980			6.28	3.68	23	32	1,250	8.50	8.12	30	21.5	22		15
Mishawaka, Ind.	1,048	539	367	5.81	3.92	15	52	1,350			8				30
Mount Vernon, Ohio	1,085	580	525	4.53	7.83	84		1,225	8.06	7.50	42	47	23		25
Newark, Ohio	991	426	468		10			1,475							50
New Philadelphia, Ohio			110	6.02	8.16	38	27	1,437			9				
Niles, Ohio				5.36	11.36	42	41.5								
Ottawa, Ill.	350	394	560	6.23	5.33	25	25		8.50	7.50	32.5	21.5	26		70
Painesville, Ohio	954		142	5.11	15.33	26	35	1,200	8.60	9.50	2	11.5	14		20
Port Huron, Mich.	1,330	518	592	5.8	15.8	7	33.5	1,650	8.50	7.25	15.5	21.5	28.5		33
Richmond, Ind.	1,010	748	306	6.39	16.6	12	28	1,850	8.54	13.00	21	17	5		30
Sault Ste. Marie, Mich.	1,058	654	404	6.49	6.36	11	6	1,298	7.85	5.50	27	51	39.5		25
Shelbyville, Ind.	913	692	221	4.84	11.75	32	49	1,242	8.33	5.50	51	40	39.5		47
Shelbyville, Ind.				8.3	6.16	44	16		8.50	6.50	51				38
Streator, Ill.	857			5.23	8.75	43	44	980							
Taylorville, Ill.	861			6.54	8.0	59	3		8.50	3.50		21.5	34		20
Traverse City, Mich.	532	532	233	6.2	4.93	30		1,050	8.50	6.16	44.5	21.5	34		20
Vincennes, Ind.	765	574	359	6.2	12.07		3	1,425	9.06	17.0	10	5	2		4
Wabash, Ind.	933			6.13	6.30	19		1,170	8.43	13.25	35	29	10		31
Warren, Ohio	654	363	56	6.25	8.20	4	20	1,512	9.08	10.50	7	4	19		18
Waukegan, Ill.	1,177	745	432	4.66	4.75		51	1,625	8.44	8.75	5	27	53		
Wellsville, Ohio				5.74	7.75	49	36.5		8.83	5.00	39	7	43		30
Xenia, Ohio	848	593	255	5.74	13.57	27		1,129			14		12		27
Zanesville, Ohio	939	556	383					1,354							

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).



TABLE XX—GREAT PLAIN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY  
 AND HIGH SCHOOL TEACHERS IN 33 CITIES BETWEEN \$8,000 AND \$30,000 IN THE GREAT PLAINS STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS										Per Cent of Increase for 1920-21					
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Ex- perience				
							Salary	Training	Ex- perience				Salary	Training	Ex- perience				Salary	Training			Ex- perience	Salary	Training	Ex- perience
Aberdeen, S. D.	\$1,094	\$822	\$272	33	6.06	4.76	3	16	29	\$1,320	8.44	4.93	5	18	26	5	18	26	5	18	26	55				
Atchison, Kans.	923	525	398	76	5.71	6.20	21	19	10	1,120	9.50	7.66	12	2	20	15	2	20	15	2	20	65				
Bartlesville, Okla.	864				5.81	6.33	17	7	22	1,175	9.50	7.28	16	8	13	12	8	13	12	8	13	50				
Beatrice, Neb.	919	553	366	66	6.06	6.67	18	17	15	1,116	8.59	4.23	23	11	25	23	11	25	23	11	25	30				
Burlington, Iowa	904	510	394	77	6.16	6.16	17	14	1	1,059	8.53	5.33	23	11	25	23	11	25	23	11	25	6.5				
Cape Girardeau, Mo.	1,025	610	415	68	6.16	18.5	29	1	24	1,187	8.00	9.60	10	22.5	6.5	29	22.5	6.5	29	22.5	6.5	25				
Clinton, Iowa	871	608	263	43	4.61	18.16	20	26	3	1,261	7.50	9.88	7	25	5	27	25	5	27	25	5	42				
Coffeyville, Kans.	775	543	232	43	6.69	5.33	21	25	25	1,020	8.50	6.00	27	12.5	20	27	12.5	20	27	12.5	20	50				
Columbia, Mo.	584	480	104	22	6.19	11.0	31	12	8	1,261	8.55	10.33	30	5	4	30	5	4	30	5	4	30				
Fargo, N. D.	1,064	721	343	48	6.50	7.81	5	2.5	11	1,377	8.55	8.28	4	9	11	4	9	11	4	9	11	13				
Ft. Scott, Kans.	840	550	290	53	6.20	7.0	22	10.5	14	1,100	8.00	7.00	17.5	22.5	16	17.5	22.5	16	17.5	22.5	16	13				
Hannibal, Mo.	574	441	133	30	5.19	9.38	13	25	9	1,160	7.71	6.50	31.5	24	18	31.5	24	18	31.5	24	18	58				
Hutchinson, Kans.	935	588	347	59	9.38	6.12	2	2.5	23																	
Independence, Kans.	1,351	621	730	118	6.12	5.25	33	8	26	850	8.25	10.50	31.5	20.5	3	31.5	20.5	3	31.5	20.5	3	25				
Independence, Mo.	555	513	42	8	6.31	4.25	28	28	31	1,025	8.25	3.50	26	20.5	3	26	20.5	3	26	20.5	3	25				
Iola, Kans.	647	491	156	32	4.25	12.5	11	23	4	1,087	8.50	9.12	19	12.5	8	19	12.5	8	19	12.5	8	33				
Iowa City, Iowa	964	535	429	80	12.5	15.28	4	24	2	1,245	8.36	4.16	28	12.5	30	28	12.5	30	28	12.5	30	34				
Jefferson City, Mo.	533				5.65	4.83	30	22	27	888	8.50	4.16	28	12.5	30	28	12.5	30	28	12.5	30	34				
Keokuk, Iowa	1,093	521	453	93	6.20	11.90	9	10.5	6	1,050	8.77	6.00	11	4	20	24	4	20	24	4	20	25				
Mankato, Minn.	1,004	579	425	98	6.20	11.16	12	5	12	1,182	8.48	8.16	22	15	12	22	15	12	22	15	12	40				
Marshalltown, Iowa	950	571	379	64	6.20	7.40	14	8	7	1,080	9.61	7.25	8	17	12	8	17	12	8	17	20					
Mason City, Iowa	934	572	362	63	6.41	6.58	19	9	18	1,247	8.45	11.75	13	10	1	13	10	1	13	10	25					
Ottumwa, Iowa	1,011	611	400	65	6.28	6.58	25	6	21	1,066	8.54	5.60	25	10	23	25	10	23	25	10	40					
Parsons, Kans.	900				6.28	6.58	25	6	21	1,066	8.54	5.60	25	10	23	25	10	23	25	10	40					
Pittsburg, Kans.	776	542	234	43	6.40	4.66	23	6	80	1,045	9.00	9.50	14	3	6.5	14	3	6.5	14	3	6.5	34				
Red Wing, Minn.	821	532	289	54	6.30	6.30	16	15	13	1,154	9.00	8.50	2	3	10	2	3	10	2	3	10	40				
Salina, Kans.	933	531	402	76	6.30	7.10	10	15	18	1,458	8.48	4.70	17.5	15	17	17.5	15	17	17.5	15	18	34				
Sapulpa, Okla.	996	525	471	90	6.08	7.10	10	15	18	1,458	8.48	4.70	17.5	15	17	17.5	15	17	17.5	15	18	34				
Shawnee, Okla.	740	498	242	49	6.18	4.12	27	1	28	1,612	8.48	6.75	1	16	17	1	16	17	1	16	17	18				
Virginia, Minn.	1,435	772	663	96	6.46	6.64	6	27	17	1,295	8.60	5.75	6	26	22	6	26	22	6	26	22	30				
Waterloo, East Side, Iowa	1,032	605	427	71	3.46	4.77	24	18	17	1,071	8.62	7.50	21	6	14	21	6	14	21	6	14	34				
Winfield, Kans.	804	463	321	66	6.0	6.63	24	18	17																	

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XXI—SOUTHERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY  
 AND HIGH SCHOOL TEACHERS IN 36 CITIES BETWEEN \$8,000 AND \$30,000 IN THE SOUTHERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS									
	Salary 19-20	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex- perience	Rank for 1919-20		
						Salary	Training	Ex- perience				Salary	Training	Ex- perience				Salary	Training	Ex- perience
Alexandria, Va.	\$315	\$618	32	8.43	7.0	9	1	16	\$1,050	8.57	4.0	14	5	33	14	14	4.0	14	5	33
Alexandria, La.	850	563	51	2.52	6.0	8	32	25	1,050	8.50	5.25	23.5	8	28.5	23.5	8	5.25	23.5	8	28.5
Anniston, Ala.	636	469	36	6.38	5.93	29	11	27	920	8.71	7.50	27	21	17	27	21	7.50	27	21	17
Bessemer, Ala.	789	511	278	6.18	6.0	11	16	25	1,416	8.37	4.25	4	12	31	4	12	4.25	4	12	31
Bluefield, W. Va.	864	550	314	6.49	5.54	6	7	29	1,025	6.88	9.50	17.5	11	28.5	17.5	11	9.50	17.5	11	28.5
Brunswick, Ga.	730	630	100	16	14.5	21	8	1	1,081	8.39	4.33	12	11	9	12	11	4.33	12	11	9
Clarkburg, W. Va.	773	561	212	6.26	8.5	26	6	11	1,175	6.75	8.71	8	38.5	20	8	38.5	8.71	8	38.5	20
Cleburne, Tex.	809	621	188	6.51	8.25	10	12	13	1,950	7.50	4.33	23.5	8	28.5	23.5	8	4.33	23.5	8	28.5
Columbus, Miss.	894	532	362	6.33	8.0	20	29	14	1,255	7.40	9.50	5.5	21	7	5.5	21	9.50	5.5	21	7
Corpus Christi, Tex.	726	429	297	4.5	6.58	4	24	21	1,280	8.00	4.75	4	21	26	4	21	4.75	4	21	26
Durham, N. C.	650	450	200	6.57	8.5	22	5	11	1,150	8.83	8.00	31	2	15	31	2	8.00	31	2	15
Elizabeth City, N. C.	879	582	297	6.71	4.22	5	3	32	842	8.55	8.21	10	6	13	10	6	8.21	10	6	13
Fort Smith, Ark.	728	448	275	4.48	7.8	5	22	15	1,119	7.66	8.00	10	26	15	10	26	8.00	10	26	15
Frankfort, Ky.	1,275	850	425	3.76	5.85	23	30	28	925	8.30	4.70	26	16	27	26	16	4.70	26	16	27
Frederick, Md.	548	500	48	8.07	10.16	1	2	6	1,291	7.19	5.50	2	31	22	2	31	5.50	2	31	22
Greenville, Miss.	471	482	91	10.54	10.5	32	28	4.5	700	8.75	4.25	25	18	31	25	18	4.25	25	18	31
Henderson, Ky.	578	482	91	4.84	6.33	33	25	22	1,087	8.00	8.66	33	21	10	33	21	8.66	33	21	10
Jackson, Tenn.	578	482	91	6.30	6.33	31	13	28	1,255	8.00	11.00	6.5	21	8	6.5	21	11.00	6.5	21	8
Laurel, Miss.	660	541	119	4.62	6.0	24.5	26.5	4.5	1,087	7.69	5.25	11	25	23.5	11	25	5.25	11	25	23.5
Marshall, Tex.	757	541	216	4.62	10.5	15	15	26.5	1,037	6.50	5.75	20	24	21	20	24	5.75	20	24	21
Martinsburg, W. Va.	757	541	216	4.62	10.5	15	15	26.5	1,037	6.50	5.75	20	24	21	20	24	5.75	20	24	21
Meridian, Miss.	768	539	229	6.42	8.66	14	18	19	992	8.50	10.25	16	8	5	16	8	10.25	16	8	5
Paducah, Ky.	744	458	286	6.22	8.66	19	9	11	956	8.35	4.25	22	13	31	22	13	4.25	22	13	31
Palestine, Tex.	788	422	366	5.10	8.70	3	23	9	1,290	7.88	11.50	8	24	4	8	24	11.50	8	24	4
Parkersburg, W. Va.	920	634	286	4.5	6.73	28	20	17	875	7.62	8.50	29	27	11	29	27	8.50	29	27	11
Owensboro, Ky.	644	438	202	5.61	8.73	27	10	8	820	8.50	6.00	32	8	19.5	32	8	6.00	32	8	19.5
Rome, Ga.	644	559	85	15	6.40	8.87	27	10	975	8.31	6.00	21	15	19.5	21	15	6.00	21	15	19.5
Selma, Ala.	750	644	106	6.26	6.66	17	14.5	19	1,025	8.33	15.40	17.5	14	1	17.5	14	15.40	17.5	14	1
Sherman, Tex.	750	491	259	6.63	9.69	17	4	34	1,025	8.33	15.40	17.5	14	1	17.5	14	15.40	17.5	14	1
Spartanburg, S. C.	954	613	341	6.63	8.75	2	34	30	1,225	10.00	9.50	7	1	7	7	1	9.50	7	1	7
Suffolk, Va.	750	350	400	5.6	5.40	17	19	38	850	8.28	8.35	30	17	12	30	17	8.35	30	17	12
Texasarkana, Ark.	633	530	103	5.71	4.0	30	17	31	900	7.50	8.00	28	17	25	28	17	8.00	28	17	25
Waycross, Ga.	863	479	384	6.12	4.36	7	21	19	1,050	8.00	11.75	14	21	2	14	21	11.75	14	21	2
Winchester, Va.				5.5	6.66															

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XXII—WESTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 24 CITIES BETWEEN \$8,000 AND \$9,000 IN THE WESTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21
	Salary 19-20	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Experience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Experience	Rank for 1919-20			
						Salary	Training	Ex-perience				Salary	Training	Ex-perience	
Boulder, Colo.	\$1,017	\$819	24	6.02	13.32	20	20	1	\$1,780	8.50	8.60	3	13.5	7	17
Casper, Wyo.	1,353	882	45	6.52	9.85	4	8.5	15	1,433	8.44	10.5	16	13.5	3	15
Cheyenne, Wyo.	1,275	882	35	6.51	9.5	7	10.5	7	1,513	8.45	10.5	16	13.5	3	15
Chicago, Ill.	1,167	862	35	6.33	12.42	15	17	2	1,468	9.00	4.50	13	1.5	19	
El Paso, Tex.	1,135	834	35	6.33	8.66	11	10.5	2	1,550	8.48	3.58	9	16	8	30
Everett, Wash.	1,248	932	34	6.44	8.29	3	16	10	1,850	8.35	12.07	2	20	2	12
Great Falls, Mont.	1,380	900	51	6.44	8.33	3	16	5	1,150	8.59	8.50	13	10.5	9	43
Greeley, Colo.	1,025	460		6.39	11.0	19	8	3	1,975	9.37	9.50	1	4.5	5	5
Helena, Mont.	1,565	1,072	43	6.60	11.5	9	4	23	1,444	8.45	3.83	15	17	20	30
Honolulu, Wash.	1,232		46	6.46	4.25	9	14								22
Idaho Falls, Idaho	1,438	1,022	41	6.45	5.65	2	15	19							30
Missoula, Mont.	1,280	820	54	6.56	7.65	3	6	13	1,480	8.59	6.38	14	10.5	13	
Phoenix, Ariz.	1,220	765	59	6.5	7.75	13	12.5	12	1,600	9.50	5.33	5	1.5	14	
Pocatello, Idaho	1,085			6.20	11.28	17	19	4	1,538	8.44	5.60	10	13.5	15	17
Riverside, Cal.	1,106			6.53	6.25	16	7	16	1,075	8.45	5.50	19	18.5	17	80
San Bernardino, Cal.	850	650	31	5.96	4.37	23	21	21	1,563	9.45	7.16	7	3	11	
Sandpoint, Idaho	955	145	18	7.54	5.79	2	1	13	1,687	8.50	13.25	4	13.5	1	
Santa Ana, Cal.	1,235	908	327						1,610	8.70	6.66	11	5	12	
Santa Barbara, Cal.	1,250	895	35	6.52	5.0	10	8.5	20	1,510	8.70	6.66	11	5	12	
Santa Clara, Cal.	1,013		40	6.52	5.0	10	8.5	20	1,510	8.70	6.66	11	5	12	
Tucson, Ariz.	1,347			2.58	6.13	21	22.5	17	1,416	8.06	5.50	17	21	17	
Tumacacari, N. M.	1,067			6.5	8.83	5	12.5	8	1,583	9.16	10.25	6	6	4	28
Vallejo, Cal.	760	307	40	7.20	8.0	13	2	11	950	8.50	9.50	20	13.5	5	
Vancouver, Wash.	1,067			6.29	7.5	18	13	14	937	9.37	5.50	3	4.5	17	
Visalia, Cal.				6.59	9.65	6	5	6	1,559	8.64	7.87	8	9	10	
Walla Walla, Wash.	1,293	864	39												

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20)

TABLE XXIII—EASTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 36 CITIES BETWEEN 30,000 AND 100,000 IN THE EASTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS										Per Cent of Increase for 1920-21	
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex. per cent	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex. per cent	Rank for 1919-20			Salary	Training	Ex. per cent				
							Salary	Training	Ex. per cent				Salary	Training	Ex. per cent				Salary	Training		Ex. per cent
Allentown, Pa.	\$1,090	\$568	\$411	72	6 16	11 07	16	27	16	\$1,433	6 67	8 5	14	33	28	20						
Altoona, Pa.	1,979	880	628	60	5 48	12 38	29	31	15	1,250	8 03	8 5	25 5	29	28	20						
Auburn, N. Y.	1,008	628	380	60	6 19	12 38	25	26	9	1,295	8 28	10 16	23	26	23	24						
Bayonne, N. J.	1,286	964	272	28	6 50	10 12	13	10 5	33	1,875	8 50	5 12	4	7	33	24						
Binghamton, N. Y.	1,022	553	469	35	6 30	10 12	23	23	13	1,240	8 42	10 50	27	17 5	15	53						
Brookline, Mass.	1,656	921	735	80	6 87	20 1	8	4	1	1,925	9 87	16 5	8	3	3	53						
Chelsea, Mass.	1,307	733	574	73	6 61	9 0	11	5	22	1,395	9 23	7 50	17	26	30	33						
Elizabeth, N. J.	950	695	255	37	6 87	7 64	30	22	23	1,450	8 46	10 25	13	11	19	33						
Elmira, N. Y.	1,218	698	520	74	7 22	15 20	18	15 5	13	1,224	8 44	9 25	29	15 5	24	24						
Everett, Mass.	1,063	698	520	74	7 22	15 20	18	15 5	13	1,224	8 44	9 25	29	15 5	24	24						
Gaithersburg, Pa.	885	548	242	38	6 20	8 31	32	10 5	84	1,428	9 12	15 66	15	3	4	25						
Harrisburg, Pa.	1,032	643	242	38	6 20	10 30	32	25	17	1,392	8 33	11 00	18	21 5	11 5	20						
Hazleton, Pa.	898	316	582	64	6 49	8 14	31	12 5	25	1,230	8 28	7 75	28	24	29	18						
Holoken, N. J.	1,707	501	1,206	42	6 10	12 0	2	29	18	2,040	6 75	15 87	2	32	5	13						
Holyoke, Mass.	1,847	727	1,120	154	12 0	12 0	1	26 5	14	2,060	8 29	10 87	1	2	17	28						
Jamestown, N. Y.	1,007	629	378	60	5 85	6 31	33	12 5	30	1,325	8 35	11 00	22	20	11 5	38						
Johnstown, Pa.	1,032	640	412	64	6 49	17 39	20	12 5	2	1,325	8 35	11 00	22	20	11 5	38						
Lewistown, Me.	1,052	820	232	25	6 49	17 39	20	12 5	2	1,325	8 35	11 00	22	20	11 5	38						
Malden, Mass.	1,025	640	412	64	6 49	17 39	20	12 5	2	1,325	8 35	11 00	22	20	11 5	38						
Meriden, Conn.	1,400	711	689	97	6 53	7 59	15	17 5	26	1,207	8 46	9 50	30	11	22	25						
New Britain, Conn.	1,169	614	555	90	6 53	8 42	15	17 5	26	1,203	8 46	9 50	30	11	22	25						
Newburgh, N. Y.	1,007	628	379	60	6 53	8 82	25 5	20 5	23	1,762	8 00	10 83	31	2	13	28						
New Castle, Pa.	854	528	326	62	5 87	7 37	33	32	29	1,466	8 48	6 86	12	8 5	32	18						
Newport, R. I.	1,245	630	415	98	6 54	12 35	12	6 5	15	1,845	6 60	20 00	21	34	31	25						
New Rochelle, N. Y.	1,352	894	458	51	6 54	12 35	12	6 5	15	1,200	8 45	7 00	32	13 5	31	25						
Newton, Mass.	1,482	761	721	95	6 54	11 41	6	6 5	15	1,200	8 45	7 00	32	13 5	31	25						
Passaic, N. J.	1,327	820	507	62	6 48	9 25	7	14	21	1,500	8 00	4 50	11	4	15	22						
Perth Amboy, N. J.	1,010	693	317	46	6 39	6 33	24	20 5	32	1,750	8 03	10 50	17	4	15	22						
Portland, Me.	1,823	558	265	48	6 44	13 04	35	15 5	8	1,771	8 72	12 25	5	5	7	22						
Schenectady, N. Y.	1,089	739	299	41	6 06	7 69	21	30	8	1,627	8 48	12 00	9	8 5	8	12						
Troy, N. Y.	1,058	619	470	76	6 51	7 33	17	9 31	27	1,627	8 48	12 00	9	8 5	8	12						
Waltham, Mass.	1,322	745	577	77	6 22	17 0	8	24	24	1,350	8 44	11 50	20	15 5	9 5	26						
Watertown, Conn.	1,316	770	546	71	6 43	8 30	10	17 5	24	1,072	8 37	10 33	33	19	18	29						
Watertown, N. Y.	1,848	546	546	71	6 43	8 30	10	17 5	24	1,391	8 46	9 31	19	11	23	26						
Wilkes Barre, Pa.	1,053	639	414	65	6 11	12 20	19	19	12	1,259	8 23	11 50	24	26	9 5	40						
Woonsocket, R. I.	1,317	653	664	102	7 29	10 0	9	2	20	1,522	8 58	18 00	10	6	2	38						
										1,628	8 42	9 00	8	17 5	25 5	38						
										1,250	8 33	12 50	25 5	21 5	27	32						
										1,400	8 45	10 00	16	13 5	21	41						

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20)

TABLE XXIV—GREAT LAKE STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR ELEMENTARY AND HIGH SCHOOL TEACHERS IN 30 CITIES BETWEEN 30,000 AND 100,000 IN THE GREAT LAKES STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS						WOMEN HIGH SCHOOL TEACHERS						Per Cent of Increase for 1920-21						
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience		Rank for 1919-20					
							Salary	Training	Ex-perience					Salary	Training	Ex-perience	Salary	Training	Ex-perience
Aurora, West Side, Ill.	\$957	\$643	314	49	6.75	9.75	23	5	12	\$1,275	8.00	8.00	17	25	20.5	38			
Aurora, East Side, Ill.	1,014	743	270	36	5.80	10.5	18	22.5	5	1,325	9.00	8.00	16	3	20.5	33			
Battle Creek, Mich.	1,204	600	604	101	6.49	7.07	19	15	24	1,353	8.40	8.60	11.5	16	16.5				
Decatur, Mich.	986				6.18	9.06	21	11	17	1,227	8.40	8.60	19	16	16.5				
Flint, Mich.	966				6.44	6.15	21	4	26	1,094		6.12	26		28				
Green Bay, Ind.	1,213	845	368	44	6.78	8.35	4	4	20	1,523	8.36	11.33	4	21	8	33			
Hammond, Wis.	832	619	278	44	6.07	7.94	7	15	19	1,171	8.48	7.75	24	11	23	32			
Hammond, Ind.	1,179	796	383	48	6.80	7.94	7	22.5	22	1,423	8.40	10.12	8	16	11	35			
Jackson, Mich.	1,139	655	484	74	6.83	9.93	11	9	16	1,423	8.40	10.12	8	16	11	34			
Joliet, Ill.	1,146	677	469	69	5.90	9.20	19	20	16	1,583	8.62	16.00	3	5					
Kalamazoo, Mich.	1,050	658	392	60	6.45	6.12	15	10	27	1,413	8.52	13.87	9	9	3	40			
Kenosha, Wis.	976	649	327	60	6.42	5.21	20	12	29	1,440	8.37	12.20	7	19.5	7	29			
La Crosse, Wis.	964	554	410	74	6.59	10.5	22	25	5	1,192	8.25	7.83	23	22					
Madison, Wis.					6.00	8.00		19	30										
Moline, Ill.	924	634	290	46	7.19	10.15	25	3	7	1,140	9.58	6.50	25	1	25.5	27			
Muskegon, Mich.	915	613	302	49	6.48	6.47	26	8	25	1,207	8.54	9.75	21	8	12	50			
Oak Park, Ill.	1,281	1,300			5.14	8.10	27	27	21							27			
Oakbrook, Wis.	901	567	334	59	6.10	9.36	27	17	14	1,196	8.14	8.16	22	24	19	42			
Peoria, Ill.	1,108	759	349	46	5.15	10.11	14	28	8	1,092	8.37	10.37	27	19.5	10	45			
Portsmouth, Ohio	822	524	298	57	4.61	5.85	29	30	28	1,212	8.39	6.60	20	18	25.5	45			
Quincy, Ill.	1,153	687	466	68	6.39	11.75	8	13	2	1,375	8.21	9.50	13.5	23	13.5	25			
Racine, Wis.	1,188	700	488	70	6.47	9.26	6	9	16	1,366	8.41	8.50	15	14	16.5	25			
Rockford, Ill.	1,119				6.15	7.27	12	16	23	1,392	8.44	6.75	10	13	24	20			
Rock Island, Ill.	1,226				5.89	10.94	3	21	3	1,614	8.50	8.20	2	10	16.5	20			
Saginaw, East Side, Mich.	1,145	627	518	82	6.49	12.2	10	6	5	1,383		13.25	11.5	4	4	74			
South Bend, Ind.	1,017	575	442	77	5.63	8.81	17	24	18	1,479	8.64	12.87	6	7	13.5	33			
Springfield, Ind.	1,115	817	298	27	5.61	10.09	13	25	10	1,375	8.56	9.50	18.5	6	5	38			
Springfield, Ohio.	954	702	252	36	4.85	10.83	24	29	4	1,612	8.61	17.40	5	6	1	80			
Superior, Wis.	1,373				7.46	10.1	2	2	9	1,915	9.30	12.25	1	2	6	6			
Terre Haute, Ind.	1,031	743	288	39	8.09	9.63	16	1	13	1,245	8.46	10.50	13	12	9				

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XXV—GREAT PLAIN STATES  
 MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY  
 AND HIGH SCHOOL TEACHERS IN 9 CITIES BETWEEN 30,000 AND 100,000 IN THE GREAT PLAINS STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS						WOMEN HIGH SCHOOL TEACHERS						Per Cent Increase for 1920-21		
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			
							Salary	Training	Ex-perience			Salary		Training	Ex-perience
Cedar Rapids, Iowa.....	\$1,123	\$622	\$501	81	.....	11.72	5	.....	3	.....	20.00	8	.....	1	25
Davenport, Iowa.....	1,217	697	520	75	5.62	11.17	4	7	4.5	9.25	13.50	1	1	2	.....
Dubuque, Iowa.....	1,220	578	642	111	5.27	13.63	3	8	1	1,475	8.80	5	3	7	.....
Lincoln, Neb.....	1,381	785	596	76	6.77	9.5	1	1	6	1,560	8.69	8	4	6	8
Muskogee, Okla.....	974	570	404	71	5.77	8.83	8	5	7	1,280	8.39	7	7	5	53
Sioux City, Iowa.....	1,323	364	689	109	6.45	7.66	2	2	9	1,526	8.67	8.72	4	5	30
Springfield, Mo.....	841	488	383	72	6.33	8.59	9	3	8	1,039	8.56	8.94	9	6	25
St. Joseph, Mo.....	1,069	642	427	67	5.71	11.17	7	6	4.5	1,558	8.86	12.50	2	2	3
Wichita, Kans.....	1,084	670	414	62	6.32	12.96	6	4	2	1,386	8.71	11.95	6	3	35

TABLE XXVI—SOUTHERN STATES  
 MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY  
 AND HIGH SCHOOL TEACHERS IN 10 CITIES BETWEEN 30,000 AND 100,000 IN THE SOUTHERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS						WOMEN HIGH SCHOOL TEACHERS						Per Cent of Increase for 1920-21		
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			
							Salary	Training	Ex-perience			Salary		Training	Ex-perience
Austin, Tex.....	\$741	\$587	\$154	26	6.19	7.75	8	4	4	\$975	7.45	6	6	10	20
Covington, Ky.....	725	538	186	45	6.77	6.79	5	5	7	1,162	8.00	4	1.5	7.5	30
Lexington, Ky.....	795	538	257	48	7.27	9.63	6	1	1	.....	8.00	5	5	6	.....
Lynchburg, Va.....	1,004	.....	.....	.....	6.27	7.5	1	3	5	1,512	8.10	1	4	2	23
Mobile, Ala.....	746	469	277	59	4.59	6.89	7	3	6	942	6.25	3	8	9	.....
Montgomery, Ala.....	655	611	44	7	4.71	5.19	10	7	9	966	8.41	7	1.5	7.5	23
Roanoke, Va.....	696	524	171	38	5.72	6.68	9	6	8	1,078	6.83	5	7	8	25
Shreveport, La.....	950	550	400	67	5.10	5.10	3	2	10	1,250	8.40	2.5	3	5	20
Wheeler, W. Va.....	985	590	395	67	.....	9.44	2	.....	2	1,250	20.00	2.5	.....	1	.....
Winston-Salem, N. C.....	828	441	387	88	.....	8.12	5	.....	3	916	8.50	9	.....	4	.....

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XXVII—WESTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 6 CITIES BETWEEN 30,000 AND 100,000 IN THE WESTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS										Per Cent of Increase for 1920-21
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20								
							Salary	Training	Ex-perience				Salary	Training	Ex-perience						
Berkeley, Cal.	\$1,612				6.78	12.20	2	2	2	\$1,980	9.50	8.58	2	2	5						
Butte, Mont.	1,665	\$952	\$713	75	6.55	10.58	1	3	4	1,916	8.31	11.34	3	6	1	17					
Fremont, Cal.	1,275	1,001	274	27	6.50	11.42	6	4	3	1,725	8.62	10.25	6	5	3	28					
Long Beach, Cal.	1,409	1,036	373	36	7.58	8.96	4	1	5	1,842	9.95	10.37	4	1	2						
Sacramento, Cal.	1,398	1,082	316	28	6.27	6.85	5	5	6	1,825	9.02	7.50	5	4	6						
San Jose, Cal.	1,550	1,050	500	48	6.19	13.11	3	6	1	1,950	9.44	9.63	1	3	4						

TABLE XXVIII—EASTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 17 CITIES OF OVER 100,000 IN THE EASTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21	
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			
							Salary	Training	Ex-perience				Salary	Training		Ex-perience
Bridgeport, Conn.	\$1,521	\$760	\$761	100	6.48	9.67	3	8	14	\$1,880	8.58	10.81	5	7	8	28
Buffalo, N. Y.	1,599	915	684	75	6.35	9.69	13	11	13	1,788	8.42	10.37	6	8	12	35
Camden, N. J.	1,048	781	267	34	6.27	11.0	14	13	5	1,890	8.78	12.07	17	5	5	29
Elizabethtown, N. J.	1,038	647	391	60	6.33	11.06	14	12	4	1,780	8.34	9.68	7	9	13	38
Fall River, Mass.	1,518	746	772	103	6.33	11.06	8	2	16	2,125	9.56	15.58	2	2	9	47
Jersey City, N. J.	1,255	895	360	40	7.48	8.51	9	14	8	1,485	8.33	10.62	14	10	9	34
Lyons, Mass.	1,235	740	495	67	6.22	10.72	9	14	8	1,485	8.33	10.62	14	10	9	.....
Newark, N. J.	1,420	.....	.....	.....	6.50	11.55	6	6	2	1,865	8.32	10.00	4	11	2	.....
New Bedford, Mass.	1,037	751	286	38	6.49	11.12	15	7	3	1,485	8.28	13.62	15	13	4	35
Patterson, N. J.	1,202	725	477	66	6.53	8.86	11	4	15	1,671	8.62	7.10	10	6	15	.....
Providence, R. I.	1,140	895	305	37	7.34	10.29	12	3	10	1,525	9.05	8.30	12	4	14	.....
Rochester, N. Y.	1,210	867	343	40	6.36	10.19	10	10	11	1,669	8.81	11.50	11	12	7	22
Scranton, Pa.	985	641	344	54	5.38	10.74	16	15	7	1,718	8.26	12.00	8	14	6	32
Springfield, Mass.	1,373	.....	.....	.....	6.47	10.40	7	15	9	1,686	8.26	10.42	9	14	10.5	.....
Trenton, N. J.	962	.....	.....	.....	6.47	12.64	17	9	1	1,512	10.36	10.42	18	1	10.5	46
Worcester, Mass.	1,523	832	691	83	7.52	10.96	2	1	6	1,894	8.17	10.42	3	15	10.5	.....
Yonkers, N. Y.	1,423	900	523	58	6.55	9.79	5	5	12	2,145	9.24	17.36	1	3	1	.....

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).

TABLE XXIX—GREAT LAKES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 7 CITIES OF OVER 100,000 IN THE GREAT LAKES STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent Increase for 1920-21	
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Training Above 8th Grade	Years Ex-perience	Rank for 1919-20				
							Salary	Training	Ex-perience			Salary	Training	Ex-perience		
Chicago, Ill.	\$1,944	\$1,117	\$827	74	6.59	11.48	1	1	3			\$2,529				
Cincinnati, Ohio	1,770	1,005	765	76	6.59	11.48	2	1	3			2,072			5	2
Cleveland, Ohio	1,448	850	598	70			4	4				2,080	4	4	1	1
Columbus, Ohio	1,400				6.48	10.06	5	2.5	4			2,141	8.74	15.89	2	4
Detroit, Mich.	1,355	897	458	51	6.48	9.22	6	2.5	5			1,718	8.86	11.51	1	5
Grand Rapids, Mich.	1,115	980	185	20	6.41	13.34	7	4	1			1,532	8.37	12.40	3	4
Milwaukee, Wis.	1,563	912	651	71	6.07	12.46	3	5	2			1,808	8.40	12.44	2	3

TABLE XXX—GREAT PLAIN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 6 CITIES OF OVER 100,000 IN THE GREAT PLAINS STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS							WOMEN HIGH SCHOOL TEACHERS							Per Cent of Increase for 1920-21	
	Salary 19-20	Salary 13-14	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Training Above 8th Grade	Years Ex-perience	Rank for 1919-20				
							Salary	Training	Ex-perience			Salary	Training	Ex-perience		
Des Moines, Iowa.....	\$1,317	\$840	\$477	57	6.18	13.89	4	5	1		8.29	9.87	6	4	4	
Kansas City, Kans.....	1,060	908	152	17	6.61	7.03	6	1	5		8.79	9.00	4	2	5	40
Minneapolis, Minn.....	1,298				6.27	12.93	5	4	2		8.28	12.38	5	5	3	
Omaha, Neb.....	1,364	894	470	53	6.50	11.26	2	2.5	3		8.52	12.50	3	1	2	30
St. Louis, Mo.....	1,386						3				2,189		1			
St. Paul, Minn.....	1,428	978	450	46	6.50	10.57	1	2.5	4		8.45	12.94	2	3	1	

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20).



TABLE XXXI—SOUTHERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 7 CITIES OF 100,000 AND OVER IN THE SOUTHERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS										Per Cent of Increase for 1920-21
	Salary 19-20	Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience				
						Salary	Training	Ex-perience				Salary	Training	Ex-perience				Salary	Training	Ex-perience	
Atlanta, Ga.	\$1,254	\$587	88	4.98	8.67	1	5	4	\$1,629	8.86	11.27	3	1	6	8	6	6				
Baltimore, Md.	1,186	748	438	5.43	15.25	3	4	1	1,616	8.08	12.25	4	5	4	7	4	52				
Louisville, Ky.	880	667	82	5.99	5.99	6	7	1	1,156	13.50	13.50	7	.....	1	.....	.....	.....				
Memphis, Tenn.	1,025	.....	.....	.....	10.25	2	.....	2	1,634	8.34	13.50	2	.....	3	.....	.....	.....				
New Orleans, La.	1,234	570	85	6.51	9.85	2	2	3	1,832	8.34	12.50	1	3	2	1	.....	.....				
Richmond, Va.	1,071	703	368	6.85	6.86	4	3	6	1,565	8.16	11.56	5	4	5	5	6	16				
San Antonio, Tex.	1,060	740	820	6.98	7.86	5	1	5	1,500	8.86	7.22	6	2	7	6	.....	.....				

TABLE XXXII—WESTERN STATES

MEDIAN SALARIES, SALARY INCREASES, TRAINING AND EXPERIENCE WITH RELATIVE RANKS IN THESE ITEMS FOR WOMEN ELEMENTARY AND HIGH SCHOOL TEACHERS IN 6 CITIES OF OVER 100,000 IN THE WESTERN STATES

NAME OF CITY	WOMEN ELEMENTARY TEACHERS										WOMEN HIGH SCHOOL TEACHERS							Per Cent Increase in Total Teachers' Salary Budget
	Salary 19-20	Salary Increase Since 13-14	Per Cent of Increase	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20			Salary 19-20	Training Above 8th Grade	Years Ex-perience	Rank for 1919-20						
						Salary	Training	Ex-perience				Salary	Training	Ex-perience				
Denver, Colo.	\$1,513	\$928	64	6.45	12.89	3	4	2	\$1,682	8.67	13.47	3	2	1	21			
Los Angeles, Cal.	1,498	270	22	6.93	6.99	4	2	5							20			
Oakland, Cal.	1,814	1,230	584	47	6.30	10.01	1	5	4	2,113	8.56	7.31	1	3	5			
Salt Lake City, Utah	1,142	892	260	28	8.07	6	1		1,498	8.71	12.54	6	1	2	30			
Seattle, Wash.	1,659	1,119	540	48	6.58	13.66	2	3	1	1,875	8.53	12.24	2	4	18			
Spokane, Wash.	1,289	1,051	238	23	6.16	12.81	5	6	3	1,803	8.12	10.87	4	5	34			

\*Percent of increase in total teachers' salary budget for 1920-21 (based on total for 1919-20)

# CHART VI—EASTERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year 1919-1920, in Cities from 8,000 to 30,000 Population

Ansonia, Conn.	\$1,550	
Central Falls, R. I.	1,339	
Melrose, Mass.	1,334	
West Springfield, Mass.	1,322	
Arlington, Mass.	1,281	
Beverly, Mass.	1,244	
Montclair, N. J.	1,240	
Weymouth, Mass.	1,229	
Englewood, N. J.	1,211	
Middletown, Conn.	1,203	
Methuen, Mass.	1,157	
Greenfield, Mass.	1,155	
New Brunswick, N. J.	1,153	
Clinton, Mass.	1,145	
Plainfield, N. J.	1,133	
Tonawanda, N. Y.	1,129	
Enfield, Conn.	1,117	
Gardner, Mass.	1,061	
Revere, Mass.	1,056	
Lackawanna, N. Y.	1,050	
Glens Falls, N. Y.	1,048	
North Attleboro, Mass.	1,041	
Norwich, Conn.	1,039	
Sharon, Pa.	1,038	
Easthampton, Mass.	1,035	
Little Falls, N. Y.	1,025	
Oncida, N. Y.	1,009	
Attleboro, Mass.	1,003	
New London, Conn.	994	
Olean, N. Y.	985	
Asbury Park, N. J.	981	
Cohoes, N. Y.	963	
Latrobe, Penn.	960	
Rahway, N. J.	955	
Port Chester, N. Y.	955	
Marlboro, Mass.	947	
Carbondale, Pa.	942	
Bradford, Pa.	913	
Kingston, N. Y.	909	
Gloversville, N. Y.	904	
Monessen, Pa.	880	
Waterville, Me.	870	
Norwalk, Conn.	861	
Saratoga Springs, N. Y.	860	
Titusville, Pa.	860	
Lebanon, Pa.	857	
Charleroi, Pa.	850	
Dunkirk, N. Y.	845	
Pottsville, Pa.	845	
Bridgeton, N. J.	838	
Oneonta, N. Y.	821	
Phoenixville, Pa.	799	
Millville, N. J.	789	
Tyrone, Pa.	785	
Fulton, N. Y.	782	
Granville, N. Y.	773	
Lansford, Pa.	766	
Kecne, N. H.	763	
Laconia, N. H.	758	
Lewistown, Pa.	747	
Bath, Maine.	747	
Carlisle, Pa.	746	
Columbia, Pa.	746	
Coatesville, Pa.	740	
Auburn, Maine.	725	
Owego, N. Y.	590	

# CHART VII—GREAT LAKES STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 8,000 to 30,000 Population

East Cleveland, Ohio.....	\$1,795	
Painesville, Ohio .....	1,330	
Ann Arbor, Mich.....	1,250	
Waukegan, Ill.....	1,177	
La Salle, Ill.....	1,139	
Elyria, Ohio.....	1,133	
Port Huron, Mich.....	1,110	
Ironton, Ohio.....	1,104	
Janesville, Wis.....	1,094	
Newark, Ohio.....	1,085	
S't Ste. Marie, Mich.....	1,058	
Richmond, Ind.....	1,054	
Blue Island, Ill.....	1,053	
Jeffersonville, Ind.....	1,050	
Mishawaka, Ind.....	1,048	
Adrian, Mich.....	1,045	
Fond du Lac, Wis.....	1,041	
Ishpeming, Mich.....	1,021	
Warren, Ohio.....	1,017	
Chicago Heights, Ill.....	1,007	
Alliance, Ohio.....	1,007	
Niles, Ohio.....	991	
Middletown, Ohio.....	980	
Belleville, Ill.....	967	
Fremont, Ohio.....	967	
Owosso, Mich.....	954	
Zanesville, Ohio.....	939	
Huntington, Ind.....	936	
Logansport, Ind.....	936	
Vincennes, Ind.....	933	
Kankakee, Ill.....	925	
Shelbyville, Ind.....	913	
Beloit, Wis.....	912	
Mount Vernon, Ohio.....	906	
Hobart, Ind.....	903	
Findlay, Ohio.....	900	
Marion, Ohio.....	899	
New Philadelphia, O.....	894	
Alton, Ill.....	885	
Appleton, Wis.....	876	
Lincoln, Ill.....	869	
Champaign, Ill.....	863	
Taylorville, Ill.....	861	
Streator, Ill.....	857	
Ludington, Mich.....	856	
Cairo, Ill.....	853	
Crawfordsville, Ind.....	853	
Ottawa, Ill.....	850	
Xenia, Ohio.....	848	
East Palestine, Ohio.....	847	
Chillicothe, Ohio.....	846	
Benton Harbor, Mich.....	845	
Bedford, Ind.....	814	
Frankfort, Ind.....	811	
Kewanee, Ill.....	789	
Alpena, Mich.....	783	
Cadillac, Mich.....	783	
Granite City, Ill.....	772	
Traverse City, Mich.....	765	
Cambridge, Ohio.....	689	
Elwood, Ind.....	675	
Belle Center, Ohio.....	663	
Coshocton, Ohio.....	663	

### CHART VIII—GREAT PLAINS STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 8,000 to 30,000 Population

Virginia, Minn.....	\$1,435	
Independence, Kans	1,351	
Aberdeen, S. Dak.....	1,094	
Keokuk, Iowa.....	1,093	
Fargo, N. Dak.....	1,064	
Waterloo (E.S.), Ia.	1,032	
Burlington, Iowa.....	1,025	
Ottumwa, Iowa.....	1,011	
Mankato, Minn.....	1,004	
Sapulpa, Okla.....	996	
Iowa City, Iowa.....	964	
Marshalltown, Iowa	950	
Hutchinson, Kans.....	935	
Mason City, Iowa.....	934	
Salina, Kans.....	933	
Atchinson, Kans.....	923	
Beatrice, Neb.....	919	
Boone, Iowa.....	904	
Parsons, Kans.....	900	
Clinton, Iowa.....	871	
Bartleville, Okla.....	854	
Fort Scott, Kans.....	840	
Red Wing, Minn.....	821	
Winfield, Kans.....	804	
Pittsburg, Kans.....	776	
Coffeyville, Kans.....	775	
Shawnee, Okla.....	740	
Iola, Kans.....	647	
Cape Girardeau, Mo	635	
Jefferson City, Mo..	593	
Columbia, Mo.....	584	
Hannibal, Mo.....	574	
Independence, Mo..	555	

### CHART IX—WESTERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 8,000 to 30,000 Population

Helena, Mont.....	\$1,658	
Missoula, Mont.....	1,438	
Great Falls, Mont....	1,360	
Casper, Wyo.....	1,353	
Vallejo, Cal.....	1,347	
Walla Walla, Wash..	1,293	
Cheyenne, Wyo.....	1,275	
Phoenix, Ariz.....	1,260	
Hoquiam, Wash.....	1,252	
Santa Clara, Cal.....	1,250	
Everett, Wash.....	1,248	
Santa Barbara, Cal	1,235	
Pocatello, Idaho.....	1,220	
Chico, Cal.....	1,167	
Eureka, Cal.....	1,135	
San Bernardino, Cal	1,106	
Riverside, Cal.....	1,085	
Vancouver, Wash....	1,067	
Greeley, Colo.....	1,025	
Boulder, Colo.....	1,017	
Tucumcari, N. Mex.	1,013	
Santa Ana, Cal.....	955	
Sandpoint, Idaho....	850	

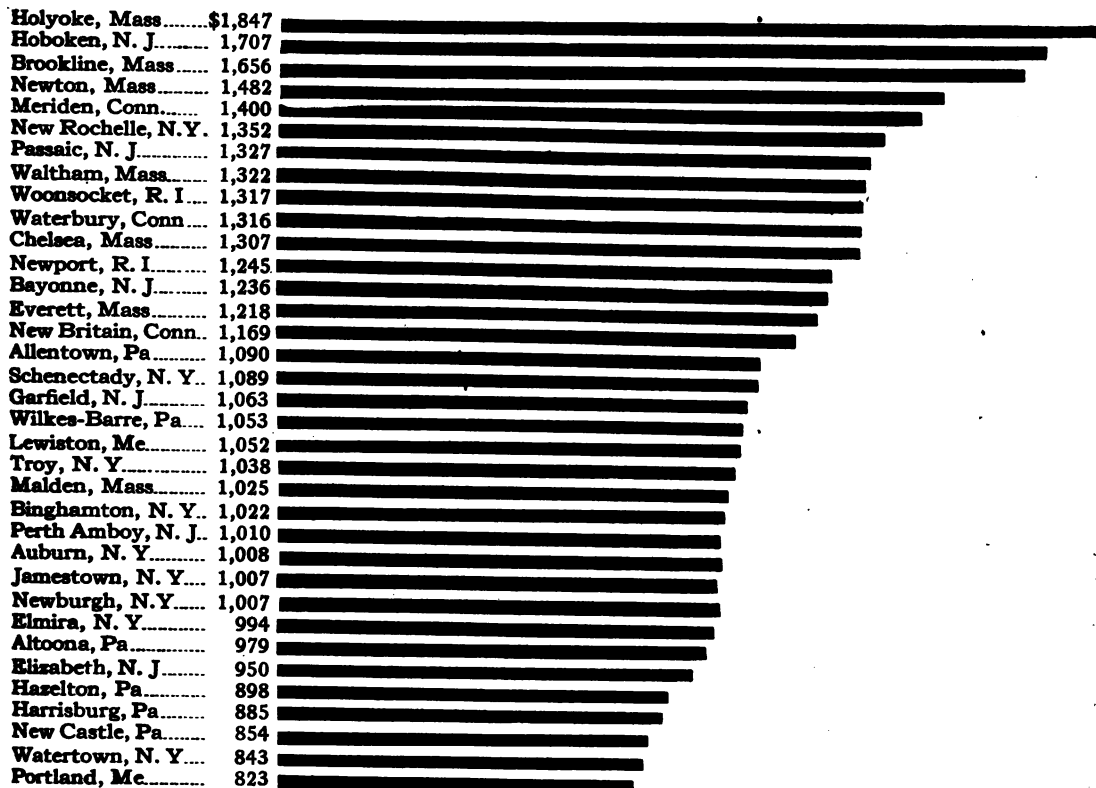
# CHART X—SOUTHERN STATES

Median Salaries Paid to Women Elementary School Teachers During the  
School Year 1919-1920, in Cities from 8,000 to 30,000 Population

Greenville, Miss.....	\$1,275	
Spartanburg, S. C..	954	
Parkersburg, W. Va	920	
Denison, Texas.....	894	
Fort Smith, Ark.....	879	
Bluefield, W. Va.....	864	
Winchester, Va.....	863	
Alexandria, La.....	850	
Alexandria, Va.....	815	
Columbus, Miss.....	809	
Bessemer, Ala.....	789	
Palestine, Texas.....	788	
Clarksburg, W. Va..	773	
Meridian, Miss.....	768	
Martinsburg, W. Va.	757	
Selma, Ala.....	750	
Suffolk, Va.....	750	
Sherman, Texas.....	750	
Paducah, Ky.....	744	
Corsicana, Texas.....	740	
Brunswick, Ga.....	730	
Durham, N. C.....	726	
Frederick, Md.....	723	
Elizabeth City, N. C.	650	
Marshall, Texas.....	650	
Cleburne, Texas.....	648	
Rome, Ga.....	644	
Owensboro, Ky.....	640	
Anniston, Ala.....	636	
Waycross, Ga.....	633	
Laurel, Miss.....	573	
Henderson, Ky.....	543	
Jackson, Tenn.....	471	

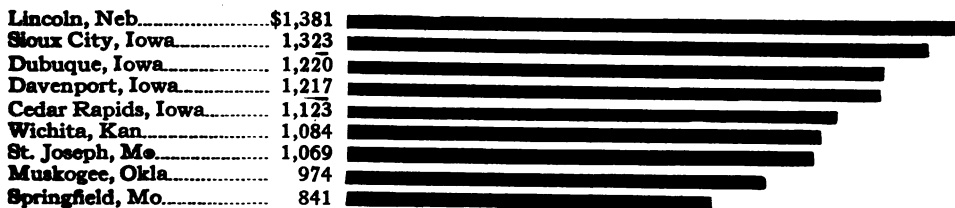
## CHART XI—EASTERN STATES

**Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 30,000 to 100,000 Population**



## CHART XII—GREAT PLAINS STATES

**Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 30,000 to 100,000 Population**



### CHART XIII—GREAT LAKES STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 30,000 to 100,000 Population

Superior, Wis.....	\$1,378	
Oak Park, Ill.....	1,281	
Rock Island, Ill.....	1,226	
Gary, Ind.....	1,213	
Battle Creek, Mich.....	1,204	
Racine, Wis.....	1,188	
Hammond, Ind.....	1,179	
Quincy, Ill.....	1,153	
Joliet, Ill.....	1,146	
Saginaw (E. Side), Mich.....	1,145	
Jackson, Mich.....	1,139	
Rockford, Ill.....	1,119	
Springfield, Ill.....	1,115	
Peoria, Ill.....	1,108	
Kalamazoo, Mich.....	1,050	
Terre Haute, Ind.....	1,031	
South Bend, Ind.....	1,017	
Aurora (East), Ill.....	1,014	
Decatur, Ill.....	996	
Kenosha, Wis.....	976	
Flint, Mich.....	966	
La Crosse, Wis.....	964	
Aurora (West), Ill.....	957	
Springfield, Ohio.....	954	
Moline, Ill.....	924	
Muskegon, Mich.....	915	
Oshkosh, Wis.....	901	
Green Bay, Wis.....	892	
Portsmouth, Ohio.....	822	

### CHART XIV—SOUTHERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 30,000 to 100,000 Population

Lynchburg, Va.....	\$1,004	
Wheeling, W. Va.....	985	
Shreveport, La.....	950	
Covington, Ky.....	927	
Winston-Salem, N. C.....	828	
Lexington, Ky.....	795	
Mobile, Ala.....	746	
Austin, Texas.....	741	
Roanoke, Va.....	695	
Montgomery, Ala.....	655	

### CHART XV—WESTERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities from 30,000 to 100,000 Population

Butte, Mont.....	\$1,665	
Berkeley, Cal.....	1,612	
San Jose, Cal.....	1,550	
Long Beach, Cal.....	1,409	
Sacramento, Cal.....	1,398	
Fresno, Cal.....	1,278	

### CHART XVI—EASTERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities of 100,000 Population and Over

Buffalo, N. Y.....	\$1,599	
Worcester, Mass.....	1,523	
Bridgeport, Conn.....	1,521	
Fall River, Mass.....	1,518	
Yonkers, N. Y.....	1,423	
Newark, N. J.....	1,420	
Springfield, Mass.....	1,373	
Jersey City, N. J.....	1,255	
Lynn, Mass.....	1,235	
Rochester, N. Y.....	1,210	
Paterson, N. J.....	1,202	
Providence, R. I.....	1,140	
Camden, N. J.....	1,048	
Eric, Pa.....	1,038	
New Bedford, Mass.....	1,037	
Scranton, Pa.....	985	
Trenton, N. J.....	962	

### CHART XVII—SOUTHERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities of 100,000 Population and Over

Atlanta, Ga.....	\$1,254	
New Orleans, La.....	1,234	
Baltimore, Md.....	1,186	
Richmond, Va.....	1,071	
San Antonio, Texas.....	1,060	
Memphis, Tenn.....	1,025	
Louisville, Ky.....	880	



### CHART XVIII—GREAT LAKES STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities of 100,000 Population and Over

Chicago, Ill.	\$1,944
Cincinnati, Ohio	1,770
Milwaukee, Wis.	1,563
Cleveland, Ohio	1,448
Columbus, Ohio	1,400
Detroit, Mich.	1,355
Grand Rapids, Mich.	1,115

### CHART XIX—GREAT PLAINS STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities of 100,000 Population and Over

St. Paul, Minn.	\$1,428
Omaha, Neb.	1,364
St. Louis, Mo.	1,336
Des Moines, Iowa	1,317
Minneapolis, Minn.	1,298
Kansas City, Kan.	1,060

### CHART XX—WESTERN STATES

Median Salaries Paid to Women Elementary School Teachers During the School Year  
1919-1920, in Cities of 100,000 Population and Over

Oakland, Cal.	\$1,814
Seattle, Wash.	1,659
Denver, Colo.	1,513
Los Angeles, Cal.	1,488
Spokane, Wash.	1,289
Salt Lake City, Utah	1,142

# CITIES CONTRIBUTING TO INQUIRY NO. 1

## Explanation of Symbols

- I Cities from 8,000 to 30,000 population.  
 II Cities from 30,000 to 100,000 population.  
 III Cities over 100,000 population.

- A—Eastern States.  
 B—Southern States.  
 C—Great Lakes States.  
 D—Great Plains States.  
 E—Western States.

Aberdeen, S. D.	IC	Champaign, Ill.	IC	Garfield, N. J.	IIA
Adrian, Mich.	IC	Chelsea, Mass.	IIA	Gary, Ind.	IIC
Alexandria, La.	IB	Cheyenne, Wyo.	IE	Glens Falls, N. Y.	IA
Alexandria, Va.	IB	Chicago, Ill.	IIIC	Gloversville, N. Y.	IA
Allentown, Pa.	IIA	Chicago Heights, Ill.	IC	Grand Rapids, Mich.	IIIC
Alliance, Ohio	IC	Chico, Calif.	IE	Granite City, Ill.	IC
Alpena, Mich.	IC	Chillicothe, Ohio	IC	Granville, N. Y.	IA
Alton, Ill.	IC	Cincinnati, Ohio	IIIC	Great Falls, Mont.	IE
Ann Arbor, Mich.	IC	Clarksburg, W. Va.	IB	Greeley, Colo.	IE
Anniston, Ala.	IB	Cleburne, Tex.	IB	Green Bay, Wisc.	IIC
Ansonia, Conn.	IA	Cleveland, Ohio	IIIC	Greenfield, Mass.	IA
Altoona, Pa.	IIA	Clinton, Iowa	ID	Greenville, Miss.	IB
Appleton, Wisc.	IC	Clinton, Mass.	IA	Hammond, Ind.	IIC
Arlington, Mass.	IA	Coatesville, Pa.	IA	Hannibal, Mo.	ID
Asbury Park, N. J.	IA	Coffeyville, Kans.	ID	Harrisburg, Pa.	IIA
Atchison, Kans.	ID	Cohoes, N. Y.	IA	Hazleton, Pa.	IIA
Atlanta, Ga.	IIIB	Columbia, Mo.	ID	Helena, Mont.	IE
Attleboro, Mass.	IA	Columbia, Pa.	IA	Henderson, Ky.	IB
Auburn, Maine	IA	Columbus, Miss.	IB	Hobart, Ind.	IC
Auburn, N. Y.	IIA	Columbus, Ohio	IIIC	Hoboken, N. J.	IIA
Aurora, East, Ill.	IIC	Corsicana, Tex.	IB	Holyoke, Mass.	IIA
Aurora, West, Ill.	IIC	Coshocton, Ohio	IC	Houquiam, Wash.	IE
Austin, Tex.	IIIB	Covington, Ky.	IB	Huntington, Ind.	IC
Baltimore, Md.	IIIB	Crawfordsville, Ind.	IC	Hutchinson, Kans.	ID
Bath, Maine	IA	Davenport, Iowa	ID	Indianapolis, Ind.	IIIC
Battle Creek, Mich.	IIC	Decatur, Ill.	IIC	Independence, Kans.	ID
Bartlesville, Okla.	ID	Denison, Tex.	IB	Independence, Mo.	ID
Bayonne, N. J.	IIA	Denver, Colo.	IIIE	Iola, Kans.	ID
Beatrice, Neb.	ID	Des Moines, Iowa	IIID	Iowa City, Iowa	ID
Bedford, Ind.	IC	Detroit, Mich.	IIIC	Ironton, Ohio	IC
Belle Center, Ohio	IC	Dubuque, Iowa	ID	Ishpeming, Mich.	IC
Belleville, Ill.	IC	Dunkirk, N. Y.	IA	Jackson, Mich.	IC
Beloit, Wisc.	IC	Durham, N. C.	IB	Jackson, Tenn.	IB
Benton Harbor, Mich.	IC	East Cleveland, Ohio	IC	Jamestown, N. Y.	IIA
Berkeley, Calif.	IIIE	Easthampton, Mass.	IA	Jamesville, Wisc.	IC
Bessemer, Ala.	IB	East Palestine, Ohio	IC	Jefferson City, Mo.	ID
Beverly, Mass.	IA	Elizabeth, N. J.	IIA	Jeffersonville, Ind.	IC
Binghamton, N. Y.	IIA	Elizabeth City, N. C.	IB	Jersey City, N. J.	IIIA
Bluefield, W. Va.	IB	Elmira, N. Y.	IIA	Johnstown, Pa.	IIA
Blue Island, Ill.	IC	Elwood, Ind.	IC	Joliet, Ill.	IIC
Boone, Iowa	ID	Elyria, Ohio	IC	Kalamazoo, Mich.	IIC
Boulder, Colo.	IE	Enfield, Conn.	IA	Kankakee, Ill.	IC
Bradford, Pa.	IA	Englewood, N. J.	IA	Kansas City, Kans.	IIID
Bridgeport, Conn.	IIIA	Erie, Pa.	IIIA	Keene, N. H.	IA
Bridgeport, N. J.	IE	Eureka, Cal.	IE	Kenosha, Wisc.	IIC
Brookline, Mass.	IIA	Everett, Wash.	IE	Keokuk, Iowa	ID
Brunswick, Ga.	IB	Everett, Mass.	IIA	Kankakee, Ill.	IC
Buffalo, N. Y.	IIIA	Fairmont, W. Va.	IB	Kingston, N. Y.	IC
Burlington, Iowa	ID	Fall River, Mass.	IIIA	Le Crosse, Wisc.	IIC
Butte, Mont.	IIIE	Fargo, N. D.	ID	Lackawanna, N. Y.	IA
Cadillac, Mich.	IC	Findlay, Ohio	IC	Laconia, N. H.	IA
Cairo, Ill.	IC	Fond du Lac, Wisc.	IC	Lansford, Pa.	IA
Cambridge, Ohio	IC	Fort Scott, Kans.	ID	La Salle, Ill.	IC
Camden, N. J.	IIIA	Fort Smith, Ark.	IB	Latrobe, Pa.	IA
Cape Girardeau, Mo.	ID	Frankfort, Ind.	IC	Laurel, Miss.	IB
Carbondale, Pa.	IA	Frankfort, Ky.	IB	Lebanon, Pa.	IA
Carlisle, Pa.	IA	Frederick, Md.	IB	Lewiston, Me.	IIA
Casper, Wyo.	IE	Freemont, Ohio	IC	Lewistown, Pa.	IA
Cedar Rapids, Iowa	IID	Fresno, Calif.	IIIE	Lexington, Ky.	IIIB
Central Falls, R. I.	IA	Fulton, N. Y.	IA	Lincoln, Ill.	IC
Charleroi, Pa.	IA	Gardner, Mass.	IA	Lincoln, Neb.	IID
				Little Falls, N. Y.	IIA

Logansport, Ind. ....	IC	Oneida, N. Y. ....	IA	Scranton, Pa. ....	IIIA
Long Beach, Calif. ....	IIIE	Oneonta, N. Y. ....	IA	Seattle, Wash. ....	IIIE
Louisville, Ky. ....	IIIB	Oshkosh, Wisc. ....	IIC	Selma, Ala. ....	IB
Los Angeles, Calif. ....	IIIE	Ottawa, Ill. ....	IC	Sharon, Pa. ....	IA
Ludington, Mich. ....	IC	Ottumwa, Iowa ....	ID	Shawnee, Okla. ....	ID
Lynchburg, Va. ....	IIIB	Owego, N. Y. ....	IA	Shelbyville, Ind. ....	IC
Lynn, Mass. ....	IIIA	Owensboro, Ky. ....	IB	Sherman, Tex. ....	IB
Madison, Wisc. ....	IIIC	Paducah, Ky. ....	IB	Shreveport, La. ....	IIIB
Malden, Mass. ....	IIA	Painesville, Ohio ....	IC	Sioux City, Iowa ....	IID
Manistee, Mich. ....	IC	Palestine, Tex. ....	IB	South Bend, Ind. ....	IIC
Mankato, Minn. ....	ID	Parkersburg, W. Va. ....	ID	Spartanburg, S. C. ....	IB
Marion, O. ....	IC	Parsons, Kans. ....	IB	Spokane, Wash. ....	IIIE
Marlboro, Mass. ....	IA	Passaic, N. J. ....	IIA	Springfield, Ill. ....	IIC
Marshall, Tex. ....	IB	Paterson, N. J. ....	IIIA	Springfield, Mass. ....	IIIA
Marshalltown, Iowa ....	ID	Peoria, Ill. ....	IIC	Springfield, Mo. ....	IID
Martinsburg, W. Va. ....	ID	Perth Amboy, N. J. ....	IIA	Springfield, Ohio ....	IIC
Mason City, Iowa ....	IB	Phoenix, Ariz. ....	IE	Streator, Ill. ....	IC
Melrose, Mass. ....	IA	Phoenixville, Pa. ....	IA	Suffolk, Va. ....	IB
Memphis, Tenn. ....	IB	Pittsburg, Kans. ....	ID	Superior, Wisc. ....	IIC
Meriden, Conn. ....	IA	Plainfield, N. J. ....	IA	Taylorville, Ill. ....	IC
Meridian, Miss. ....	IB	Pocatello, Idaho ....	IE	Terre Haute, Ind. ....	IIC
Methuen, Mass. ....	IA	Port Chester, N. Y. ....	IA	Texarkana, Ark. ....	IB
Michigan City, Ind. ....	IC	Port Huron, Mich. ....	IC	Titusville, Pa. ....	IA
Middletown, Conn. ....	IA	Portland, Me. ....	IIA	Tonawanda, N. Y. ....	IA
Middletown, Ohio ....	IC	Portsmouth, Ohio ....	IIC	Traverse City, Mich. ....	IC
Millville, N. J. ....	IA	Pottsville, Pa. ....	IA	Trenton, N. J. ....	IIA
Milwaukee, Wis. ....	IIIC	Providence, R. I. ....	IIIA	Tucumcari, New Mex. ....	IIA
Minneapolis, Minn. ....	IIIC	Quincy, Ill. ....	IIC	Troy, N. Y. ....	IIA
Mishawaka, Ind. ....	IC	Racine, Wisc. ....	IIC	Tyrone, Pa. ....	IA
Missoula, Mont. ....	IE	Rahway, N. J. ....	IA	Vallejo, Calif. ....	IE
Mobile, Ala. ....	IIIB	Red Wing, Minn. ....	ID	Vancouver, Wash. ....	IE
Moline, Ill. ....	IIC	Revere, Mass. ....	IA	Vincennes, Ind. ....	IC
Monessen, Pa. ....	IA	Richmond, Ind. ....	IC	Virginia, Minn. ....	ID
Montclair, N. J. ....	IA	Richmond, Va. ....	IIIB	Visalia, Calif. ....	IE
Montgomery, Ala. ....	IIIB	Riverside, Calif. ....	IE	Wabash, Ind. ....	IC
Mount Vernon, Ohio ....	IC	Roanoke, Va. ....	IIIB	Walla Walla, Wash. ....	IE
Muskegon, Mich. ....	IIC	Rochester, N. Y. ....	IIIA	Waltham, Mass. ....	IIA
Muskogee, Okla. ....	IID	Rockford, Ill. ....	IIC	Warren, Ohio ....	IC
Newark, N. J. ....	IIIA	Rock Island, Ill. ....	IC	Waterbury, Conn. ....	IIA
Newark, Ohio ....	IIC	Rome, Ga. ....	IB	Waterloo, East Side, Iowa ....	IID
New Bedford, Mass. ....	IIIA	Sacramento, Calif. ....	IIIE	Waterville, Maine ....	IA
New Britain, Conn. ....	IIA	Saginaw, East Side, Mich. ....	IIC	Watertown, N. Y. ....	IIA
New Brunswick, N. J. ....	IA	St. Joseph, Mo. ....	IID	Waukegan, Ill. ....	IC
Newburgh, N. Y. ....	IIA	St. Louis, Mo. ....	IIID	Waycross, Ga. ....	IB
New Castle, Pa. ....	IIA	St. Paul, Minn. ....	IIID	Wellsville, Ohio ....	IC
New London, Conn. ....	IA	Salina, Kans. ....	ID	West Springfield, Mass. ....	IA
New Orleans, La. ....	IIIB	Salt Lake City, Utah ....	IIIE	Weymouth, Mass. ....	IA
New Philadelphia, Ohio ....	IC	San Antonio, Texas ....	IIIB	Wheeling, W. Va. ....	IIIB
Newport, R. I. ....	IIA	San Bernardino, Calif. ....	IE	Wichita, Kans. ....	IID
New Rochelle, N. Y. ....	IIA	Sandpoint, Idaho ....	IE	Wilkes Barre, Pa. ....	IIA
Newton, Mass. ....	IIA	San Jose, Calif. ....	IIIE	Winchester, Va. ....	IB
Niles, Ohio ....	IC	Santa Ana, Calif. ....	IE	Winfield, Kans. ....	ID
North Attleboro, Mass. ....	IA	Santa Barbara, Calif. ....	IE	Winston Salem, N. C. ....	IIB
Norwalk, Conn. ....	IA	Santa Clara, Calif. ....	IE	Worcester, Mass. ....	IA
Norwich, Conn. ....	IA	Sapulpa, Okla. ....	ID	Woonsocket, R. I. ....	IIA
Oakland, Calif. ....	IIIE	Saratoga Springs, N. Y. ....	IA	Xenia, Ohio ....	IC
Oak Park, Ill. ....	IIC	Sault Ste Marie, Mich. ....	IC	Yonkers, N. Y. ....	IIA
Olean, N. Y. ....	IA	Schenectady, N. Y. ....	IIA	Zanesville, Ohio ....	IC
Omaha, Neb. ....	IIID				

# **SUGGESTIONS FOR LOCAL STUDY AND ACTION ON TEACHER'S SALARY PROBLEM BY A CENTRAL COMMITTEE**

- I. Central Committee:** Composed of the Educational Committee of the Chamber of Commerce, of which the secretary is an ex-officio member, and an equal number of the school staff selected by the Board of Education upon nomination of the superintendent of schools, who will also serve as an ex-officio member.

This Central Committee should have general charge of the educational campaign and may work as one committee through sub-committees of their own members, or through other committees appointed by them.

## **II. Plan of Procedure:**

### **A. Collection of Data.**

1. Gather accurate detailed data on local situation over a period of years on such items as:
  - a. Salaries paid to various groups of teachers.
  - b. Increases given and to whom.
  - c. Training of teachers before and since election.
  - d. Experience of teachers and field in which obtained.
  - e. Relation of minimum and average or median salary to cost of living.
  - f. Relation of salaries to those in other lines of work in that city.
  - g. Amount of total city and school budget spent for teachers' salaries.
  - h. Ability of the city to finance the schools as shown by such items as maximum possible tax for schools, recent tax levies, per capita wealth, per pupil wealth, district's bonded indebtedness, per capita debt, etc.
2. Study Comparatively the data obtained on above items with:
  - a. Other cities comparable in size, rate of growth, nature of industries, location, etc., as shown in this report.
  - b. State, sectional, and national standards as shown in this report and by other educational statistics available from Bureau of Education, Census Bureau, etc.

### **B. Develop a Program covering a period of years.**

- a. Determine the expected growth of the city by such methods as those employed in "A School Building Program" by Engelhardt and in the school surveys of St. Paul, Minn., Omaha, Nebr., Paterson, N. J., Greensboro, N. C., Great Neck, L. I., Amsterdam, N. Y.

- b. Establish definite goals to be attained at specific dates.

These should concern such elements as:

1. Periodic increases in minimum and maximum salaries.
2. Periodic increases in training required.
3. Requirements for additional training while teaching
4. Additions to supervisory and special teacher staffs.
5. Provisions for leaves of absence.
6. Salary recognition of training and special abilities.

- C. Arrange data and material to justify the new program and indicate the sources of needed revenue.

### III. Determine kind and extent of campaign necessary.

- A. Gauge through meetings and referenda public understanding of the needs of the schools.
- B. Secure the co-operation of women's clubs, labor organizations, Rotary and Kiwanis Clubs, to the end that all classes of citizens shall support (a) favorable action from city tax-levying or tax-controlling body (b) enactment of laws or revisions of charters to increase support or permit changes in local sources or limitations.

### IV. Sources of Information:

Chambers of Commerce are requested to keep the American City Bureau informed of whatever action they take so that in return it may inform them of what other cities are doing and of the methods which have been used effectively.

Educational committees are referred to:

1. Trends of School Costs, by Dr. W. Randolph Burgess, Russell Sage Foundation, New York.
2. An Index Number for State School Systems, by Leonard P. Ayres, Russell Sage Foundation, New York.
3. A School Building Program, by Dr. N. L. Engelhardt, Teachers College, Columbia University, New York.
4. Teachers Salaries and Salary Schedules, for the United States, 1918-19, by Dr. E. S. Evenden, Teachers College, Columbia University, New York.
5. School Reports as a Means of Securing Additional Support for Education in American Cities, by M. G. Neale, University of Missouri, Columbia, Mo.
6. Bulletin on Publicity Campaigns for Better Schools, by Alexander and Theisen. (Bulletin issued by the State Department of Wisconsin, Madison, Wis.)





# KNOW AND HELP YOUR SCHOOLS

## SECOND REPORT

An Interpretation of Inquiry No. II  
Relating to School Buildings and Grounds,  
Enrollment and Size of Classes in the  
National Survey of Urban Public Schools

*Directed by*

The National Committee for Chamber  
of Commerce Cooperation  
with the Public Schools *and*  
*the American City Bureau*

*Published by*

AMERICAN CITY BUREAU  
New York      Chicago      San Francisco      Toronto

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MARCH, 1921



# NATIONAL COMMITTEE FOR CHAMBER OF COMMERCE CO-OPERATION WITH THE PUBLIC SCHOOLS

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## FOREWORD

The National Committee for Chamber of Commerce Cooperation with the Public Schools was organized in February, 1920, with the purpose of inquiring into the conditions of urban schools as they are to-day, and assisting, through the cooperation of civic and commercial organizations with city school officials, the study and development of the local school program upon a basis of carefully assembled facts. When the American people come to a full realization of the present emergency they can be counted upon to provide the support necessary for the maintenance and development of our public school system.

The first report of the National Committee, published in October, 1920, presented the facts about salaries, training and experience of teachers in American cities. There is now under way a national survey and report on revenue and expenditure and the educational program of urban public schools.

The report herewith presented on the school housing problem has been prepared under the careful direction of the Executive Committee. The compilation of the statistics and the preparation of the report has been done by J. R. McGaughy.

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# INTRODUCTION

by

GEORGE DRAYTON STRAYER

Chairman National Committee for Chamber of Commerce  
Cooperation with the Public Schools

The results of an inquiry on public school enrollment, size of classes, school buildings and grounds, and local taxation in support of schools will be found in the pages of this report. All of these matters vitally affect the efficiency of our public schools.

In a democracy it is essential not only that the tools of investigation be taught during the elementary school period, but also that boys and girls between twelve and eighteen years of age be provided with instruction which will acquaint them with the organization, purposes, and ideals of our democratic government. That we have failed to provide education for all of the youth of America is made clear in this inquiry.

For every one hundred boys and girls enrolled in schools at nine years of age, we can count on only ninety-four of them being present when they reach thirteen years of age; eighty-one of them at fourteen years of age; sixty-two of them at fifteen years of age; and thirty-six of them at sixteen years of age. If all boys and girls are to have an opportunity to prepare for the vocations which they enter, and if American ideals are to be taught to all American boys and girls, it will be necessary to extend greatly our program of secondary education and of continuation schools. It is gratifying to know that increases in attendance for both the junior and senior high schools have occurred during the period of the inquiry, but it is clear that we still have the problem of providing education for a large percentage of boys and girls beyond fourteen years of age.

The situation with regard to school buildings and grounds throughout the country deserves more than passing attention. The evidence presented here shows clearly that there are tens of thousands of children now housed in old, insanitary, dangerous buildings. Many of these structures are best classified as fire-traps.

Playgrounds are not available in connection with many of the older buildings, and unfortunately even in the case of many modern buildings sufficient ground has not been secured at the time of the erection of the building. If we believe that it will pay to provide for the physical well-being of boys and girls, the attention of the

American people should be focused upon the necessity for more space in connection with school buildings. It is distressing to note that one-half of all of the buildings covered by this inquiry have less than thirty-four square feet of playground space per child. Students of physical education have long maintained that adequate play space requires from one hundred to two hundred square feet per pupil. It is clear that in many cities children are now housed in buildings in which there is less space on the playground than is supplied in the classrooms in which they are taught.

The advantages that come from play both in terms of normal physical growth and development, and from the social training which can be secured nowhere else to so great advantage, should be guaranteed to all American boys and girls.

The load the teachers have to carry in terms of the number of children placed in a single class varies greatly among American cities. It appears from the inquiry that there are teachers who are expected to teach fifty or more pupils of elementary school age, and that one-fourth of all of the classes in elementary schools enroll more than forty-three pupils.

It is interesting at the other end of the distribution to discover that there are elementary school classes that run below thirty, and that the lower one-fourth of the classes have less than thirty-two pupils per teacher. The figures for junior and senior high school classes showed smaller enrollments per teacher.

The quality of the work done in our schools depends not only upon the ability of the teacher, but also upon the number of children with whom she is expected to work. The individual attention which we all desire for children is reduced to a minimum where teachers are required to handle large classes. If the larger program of education involving all the youth of America is to be undertaken, and if suitable buildings and playgrounds are to be provided, and if the burden which teachers must carry in terms of numbers of pupils is to be reduced, our cities will have to provide more money for public education.

Superintendents of schools and chambers of commerce throughout the country need to bring to the attention of the public the needs of the schools and to help them to understand that money spent on education is in fact an investment in the economic and social well-being of our country. It would be well at the same time to call attention to the fact that in public education we have the only possibility of insuring the perpetuity of our free institutions.

## PART I

# HOUSING CONDITIONS IN AMERICAN CITY SCHOOLS

As the basis for this study of the school housing problem an inquiry was sent to the superintendent of schools in each city in the United States whose population is 8000 or more. The 1920 census reports about 950 cities of this size. Reports were received from 429\* cities, and are the basis of the present study. The total population of the cities reporting is 70% of the total for all cities whose population exceeds 8000, and represents every section of the entire country. The facts here presented may therefore be taken as representing accurately the school building situation in all American cities of the size group studied.

### SCOPE OF INQUIRY—

This inquiry, answered by the school authorities of these cities, included practically all items which would be helpful in determining the present status of, and immediate demands upon, the school plants of American cities.

In the first part were given data in regard to school census and public school enrollment by ages, and the enrollment and attendance in public schools in 1913-14 and in the second half of 1919-20. From these data it was possible to determine what part of the school population was actually in the schools of these cities and what had been the rate of increase in attendance during this six-year period. A second part of the inquiry reported the number of classes of each size in each school system and the number of children who were on half-time or were housed in other than regular school-rooms because of lack of adequate building facilities. A third part of these reports showed the number of square feet of playground space per pupil for each school in each city. A fourth section showed the distribution of school buildings in each city on the basis of date of erection, number of rooms, types of construction of buildings and provisions for reducing fire hazard. In the last part of the inquiry were "General Questions" relating to tax rates and the total amount raised in 1919-20 through local taxation for all school purposes.

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\*Data for Salt Lake City, Utah, and Orlando, Florida, are also included in Tables XVI to XXX, but were received too late to be used in the report proper.

## EXPLANATION OF TERMS USED

To make clear the terms used in this report preliminary definitions are here given. In so far as they apply they are the same as were used in this Committee's report on the salary, training and experience of teachers in American cities.

### DEFINITIONS—

"A Distribution ("distribution table") is an arrangement of a group of measures in ascending (or descending) order, and indicates the number of times each measure is found in the cases under consideration.

"The First Quartile ( $Q_1$ ) or 25 percentile is that point on the scale below which exactly one-fourth of these cases fall, and above which three-fourths of the cases fall.

"The Median (mid point) is that point on the scale which divides the distribution exactly in half, having one-half of the cases fall below and the other half above.

"The Third Quartile ( $Q_3$ ) or 75 percentile is that point on the scale below which fall exactly three-fourths of the cases, and above which one-fourth of the cases fall.

"The Quartile Deviation ( $Q$ ) is one-half the distance on the scale between the first quartile and the third quartile. It is used to show how closely grouped the cases are about the median or mid-point. The smaller the value of " $Q$ " the closer the cases are grouped."

In computing medians and quartiles the steps of each distribution are interpreted as follows: In number of square feet of playground space, the step 10-19 is considered as extending from exactly 10 to just less than 20, or to 19.999 square feet. In the distribution of buildings on basis of date of erection the step 1860-69 is considered as extending from the very beginning of 1860 up to the beginning of 1870. The same practice is followed in all other distributions. Fractions in all cases are disregarded and the result is reported to the nearest whole number of square-feet or years or rooms, or pupils, or per cent. In cases where the fraction is exactly one-half the result is reported as the whole number nearer the "good end" of the distribution: in date of erection of buildings, number of rooms, number of square feet of playground, type of construction, percent of increase in attendance, expenditure per pupil, and percent of buildings having certain fire-protection features, to the next higher whole number; in the cases of size of classes and percent of pupils improperly housed the result is given as the next smaller whole number.

### POPULATION GROUPS

Cities are classified in three population groups.

Group I includes cities having a population of 8,000 but less than 30,000.

Group II includes cities having a population of 30,000 but less than 100,000.

Group III includes cities having a population of 100,000 and more.

### SECTIONAL GROUPS

Because housing conditions vary with sections of the country as well as size of cities, classifications were also made on the basis of the following five geographical groups:

*Section A.* Eastern (Industrial), including Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Vermont.

*Section B.* Southern States, including Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia and West Virginia.

*Section C. Great Lakes (Manufacturing), including Illinois, Indiana, Michigan, Ohio and Wisconsin.*

*Section D. Great Plains (Agricultural), including Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, Oklahoma and South Dakota.*

*Section E. Western, including Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.*

The cities are comparable, and the facts are reported in different charts and tables, in four kinds of groupings. (1) There are three divisions as to size and five as to location, making fifteen divisions on the basis of both size and location. (2) Population of cities is disregarded and they are grouped into five divisions on the basis of location alone. (3) Location is disregarded and the cities are grouped into three divisions on the basis of size alone. (4) The fourth group is that in which the facts are given for "All Cities Reporting," both size and location being disregarded.

Throughout the report cities whose population is from 8,000 to 29,999 are spoken of as "Small Cities"; those from 30,000 to 99,999 are called "Middle Cities"; and those of 100,000 or more, "Large Cities."

It should be remembered that those cities reporting constitute a selected group. It is accepted by statisticians that the facts for such a group are more favorable than they would probably be for the entire group. Other things being equal, those cities in which little effort has been made to remedy bad conditions are less likely to report.

## ATTENDANCE INCREASE AND THE BUILDING PROGRAM

In a study concerned primarily with the school plants of American cities the rate of increase in attendance has great significance. Provision must be made not only to relieve the present congestion in school buildings, but also to provide for the natural increase in the school population of a progressive city.

### AVERAGE DAILY ATTENDANCE HAS INCREASED 21% IN SIX YEARS—

The growth of public schools in the 429 cities between the school year 1913-14 and the second half of 1919-20 is shown in Table I. On the basis of the number of pupils in average daily attendance this increase has been 21% in six years.

In a study concerned primarily with school plants of American cities this fact is most significant. It is shown later in this report that present school buildings are badly overcrowded and it is reasonable to suppose that there will be a steady increase in school attendance.



**TABLE I**  
**PUBLIC SCHOOL ENROLLMENT, NUMBER BELONGING AND AVERAGE ATTENDANCE**  
**ALL CITIES REPORTING**

	School Year 1913-14			Second Half of School Year 1919-20			Total In- crease 1913-14 to 1919-20 in Average Daily At- tendance	Per Cent of In- crease in Average Daily At- tendance in 6 Years	*Per Cent of Attendance	
	Total En- rollment	Average Number Belong- ing	Average Daily At- tendance	Total En- rollment	Average Number Belong- ing	Average Daily At- tendance			1913-14	2nd Half of 1919-20
Kindergarten	211,853	134,837	112,287	275,361	179,519	146,168	33,881	30	83	81
Elementary School	2,705,733	2,373,553	2,109,172	3,054,915	2,683,634	2,459,788	350,616	17	89	92
Junior High School	13,279	12,294	11,415	98,276	87,101	81,510	70,095	614	93	94
Senior High School	339,946	287,491	265,752	470,002	397,736	368,478	102,726	39	92	93
Junior College	476	389	376	4,183	3,377	3,055	2,679	713	97	90
Evening School	409,417	215,395	167,823	330,265	181,524	133,271	34,552	—21	78	73
Continuation School	8,769	5,066	3,868	53,613	32,388	24,674	20,806	538	76	76
Other School	26,514	19,059	17,430	43,306	29,642	26,395	8,965	51	91	86
<b>**Total</b>	<b>3,719,277</b>	<b>3,115,465</b>	<b>2,733,688</b>	<b>4,181,433</b>	<b>3,646,134</b>	<b>3,297,798</b>	<b>564,110</b>	<b>21</b>	<b>88</b>	<b>91</b>

\*Per cent of attendance is figured from Average Number Belonging and Average Daily Attendance.

\*\*These totals are the sums of the totals reported by individual cities, and are not the sums of the columns of numbers appearing above them. Some cities did not distribute attendance data among the various types of schools, but reported totals only.

## ELEMENTARY SCHOOL ATTENDANCE INCREASED 17%

The elementary schools have made the substantial gain of 17% in attendance during this six year period, but they have not kept pace with other departments of the public school system. However, this is not a discouraging fact. It shows that excellent progress has been made in developing school attendance. Elementary school attendance has increased more than the population of the country as a whole during this period. The regularity of attendance of the elementary pupils has increased 3%, as is shown in the last two columns of Table I.

## ATTENDANCE IN KINDERGARTENS INCREASED 30%

The kindergarten movement during the last six years has grown steadily, as is shown in Table I. But this department of the public schools is still far behind in its development. There is not more than one child in eight between five and six years old now enjoying the advantages of this type of school.

The percent of increase in the kindergartens of different geographical groups shown in Table II, is most interesting, but it may be misleading. The attendance in the Western cities, for instance, is more than five times that of six years ago, but it is an increase from almost nothing to an average attendance that is now no larger a percent of the total school population than this percent in the Eastern cities, where the percent of increase is lowest. The

**TABLE II—TOTAL ENROLLMENT AND AVERAGE DAILY ATTENDANCE.  
5 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS**

	Total Enroll- ment 2d Half School Year 1919-20	Av. Daily At- tendance 2d Half 1919-20	Increase in Av. Daily At- tendance from 1913-14 to 1919-20	Per Cent. of Increase in Av. Daily At- tendance in 6 years	Per Cent. Which Av. Daily At- tendance Was of Av. Number Belonging 1913-14	Per Cent. of At- tendance 2d Half of 1919-20
<b>I. Kindergarten</b>						
Eastern Cities.....	128,796	62,408	5,965	11	80	78
Southern Cities.....	6,896	3,917	555	16	83	83
Great Lakes Cities.....	85,451	44,021	10,920	33	85	83
Great Plains Cities.....	38,008	26,457	8,910	51	89	85
Western Cities.....	16,410	9,365	7,531	411	86	85
Small Cities.....	13,311	8,481	2,904	52	81	82
Middle Cities.....	24,127	15,140	4,247	39	87	88
Large Cities.....	237,923	122,547	26,730	28	83	81
<b>II. Elementary School</b>						
Eastern Cities.....	1,558,185	1,287,488	195,125	18	85	91
Southern Cities.....	179,788	137,233	18,218	15	92	90
Great Lakes Cities.....	737,885	602,620	84,094	16	94	93
Great Plains Cities.....	339,966	249,495	29,918	14	93	89
Western Cities.....	239,091	182,952	23,261	15	95	96
Small Cities.....	262,361	208,170	27,560	15	91	91
Middle Cities.....	412,876	323,679	43,541	16	93	95
Large Cities.....	2,379,678	1,927,989	279,515	17	88	91
<b>III. Junior High School</b>						
Eastern Cities.....	37,209	31,713	28,132	786	89	94
Southern Cities.....	12,576	10,551	6,990	196	94	94
Great Lakes Cities.....	27,637	22,411	19,024	562	96	93
Great Plains Cities.....	15,978	12,820	12,301	2,370	97	94
Western Cities.....	4,876	4,015	3,648	994	92	93
Small Cities.....	21,298	17,297	12,778	283	93	94
Middle Cities.....	37,409	30,849	27,506	823	92	94
Large Cities.....	39,569	33,364	29,811	839	91	93
<b>IV. Senior High School</b>						
Eastern Cities.....	210,238	161,444	40,114	33	89	90
Southern Cities.....	23,070	19,903	7,424	59	95	96
Great Lakes Cities.....	128,660	102,176	36,336	55	96	94
Great Plains Cities.....	58,882	49,090	7,575	18	96	99
Western Cities.....	49,152	35,865	11,277	46	96	90
Small Cities.....	57,253	47,636	11,158	31	95	94
Middle Cities.....	77,318	68,388	21,190	50	92	94
Large Cities.....	335,431	257,554	70,378	38	92	92
<b>V. Junior College</b>						
Eastern Cities.....	190	133	133	Inf.		96
Southern Cities.....						
Great Lakes Cities.....	2,705	2,132	1,899	815	96	89
Great Plains Cities.....	1,288	790	647	452	97	95
Western Cities.....						
Small Cities.....	66	48	48	Inf.		92
Middle Cities.....	1,186	999	999	Inf.		85
Large Cities.....	2,981	2,008	1,632	434	97	94
<b>VI. Evening School</b>						
Eastern Cities.....	175,249	77,171	—32,488	—30	75	72
Southern Cities.....	9,348	3,699	—294	—7	77	66
Great Lakes Cities.....	89,596	35,087	—2,531	—7	92	83
Great Plains Cities.....	21,213	9,046	—412	—4	74	77
Western Cities.....	34,359	8,268	1,173	17	75	55
Small Cities.....	8,051	4,028	1,392	53	88	78
Middle Cities.....	37,070	15,075	1,444	11	81	75
Large Cities.....	285,144	114,168	—37,888	—25	78	73
<b>VII. Continuation School</b>						
Eastern Cities.....	20,677	10,496	10,089	2,479	92	75
Southern Cities.....	257	103	2	2	72	81
Great Lakes Cities.....	15,689	7,755	5,435	234	75	87
Great Plains Cities.....	7,231	2,637	2,637	Inf.		66
Western Cities.....	9,759	3,683	2,643	254	74	69
Small Cities.....	2,181	1,208	1,060	716	96	70
Middle Cities.....	4,546	2,514	2,116	532	86	74
Large Cities.....	46,886	20,952	17,630	531	75	77
<b>VIII. Entire School System</b>						
Eastern Cities.....	2,179,396	1,672,218	240,279	17	84	89
Southern Cities.....	232,816	176,815	33,564	23	92	90
Great Lakes Cities.....	965,091	829,788	164,230	25	91	93
Great Plains Cities.....	440,879	369,097	72,603	24	92	92
Western Cities.....	363,251	249,880	53,434	27	94	92
Small Cities.....	385,523	309,093	56,214	22	92	92
Middle Cities.....	617,054	476,559	105,315	28	90	93
Large Cities.....	3,178,856	2,512,146	402,581	19	87	90

Great Plain cities lead all others in the kindergarten movement; they are furnishing this type of school for the largest percent of their children.

In the size groups of cities the same fact is evident. The smaller the city the greater has been the growth in kindergartens in the last six years, but even so, the smaller cities do not offer kindergarten advantages to so large a percent of their children as do the larger cities.

#### **JUNIOR HIGH SCHOOL ATTENDANCE SEVEN TIMES AS GREAT AS SIX YEARS AGO—**

The rapid progress which has been made in the establishment of the junior high school is shown in Table I. In 1913-14 there was a daily attendance in the junior high schools of these cities of less than 12,000. Last year this attendance was 81,510, seven times as great.

There are indications that this rate of growth will be even greater in the next six years. This type of school is no longer an experiment and has demonstrated its great usefulness. It is generally believed to have been effective in keeping in school those children who ordinarily leave at fourteen and fifteen years of age. Prevocational training, departmental teaching, and practical courses of study modeled to fit the pupil's need have made the junior high school one of the most valuable units in our school system. The unusually high percent of attendance in these schools indicates the strength of their appeal. To erect and equip the junior high school buildings which are needed at once in these cities will be in itself a heavy expenditure but one of the best investments that can be made.

#### **THIRTY-NINE PERCENT INCREASE IN SENIOR HIGH SCHOOL ATTENDANCE—**

During these six years senior high schools have made rapid growth. The 39 per cent of increase in attendance shown in Table I does not completely represent the facts. Part of the gain in junior high attendance has been at the expense of the senior high school. In 1913-14 practically all 9th grade pupils were reported as senior high school pupils, but last year many of this grade were attending junior high schools. This made a clear loss to senior high school attendance which must be met before an increase is shown.

#### **GREATEST GAIN IN HIGH SCHOOL ATTENDANCE IN SOUTHERN CITIES—**

This gain in senior high school attendance has not been evenly distributed over the country, as is shown in Table II. There was

a remarkable increase of almost 60 per cent in the South. The Great Lakes cities show a gain of 55% and the Great Plains only 18 per cent.

The relation of this growth to the size of cities is also shown in Table II. The small cities report a gain of 31%, the large cities 38% and the middle cities 50%. In the small cities the greatest proportion of children attend high school. The larger the city the smaller is this proportion.

#### THE JUNIOR COLLEGE—

There is a growing tendency among cities to offer a year or more of college training in connection with high school courses. This plan has the advantage of allowing high school graduates to take advanced work without leaving the home city. The economic argument is not the only one to be advanced for this newer type of organization. There is every reason for offering college training as a part of the free school system of a city if there is sufficient demand for it. That the movement is in its infancy is clearly shown in Table I, but it will without doubt develop rapidly as the junior colleges now organized demonstrate the value of their service.

#### A DECREASE IN EVENING SCHOOL ATTENDANCE—

There has been a notable falling off in attendance at evening schools during this period of unusually high wages. In the large cities this decrease has been 25% and more than offsets the gains made by the small and middle cities. For all cities reporting the loss during these six years has been 21%. Disorganization during the war and the ability of young people to secure high wages regardless of their lack of education are probable causes of this decrease.

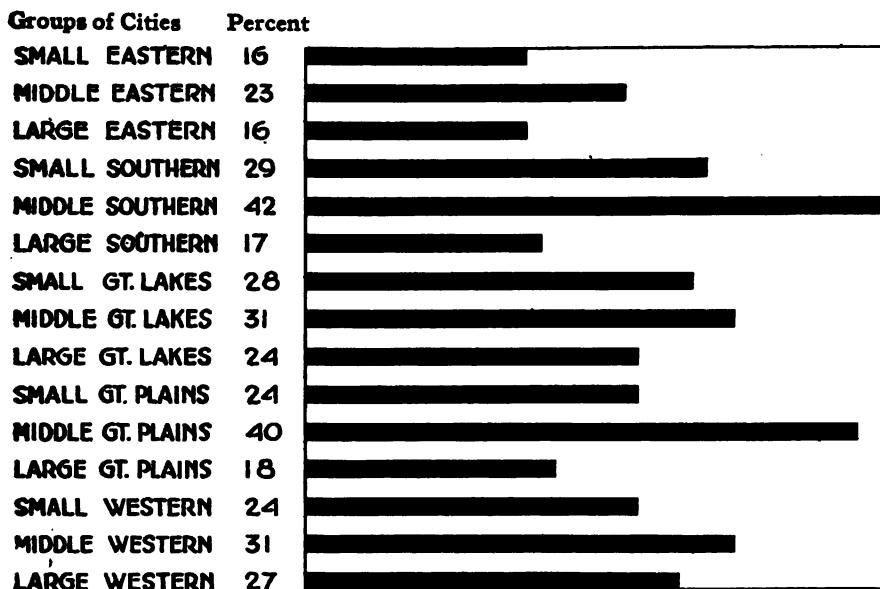
#### CONTINUATION SCHOOLS SHOW LARGER GROWTH—

Part of the loss in evening schools is balanced by the increase in attendance in continuation schools. The evening schools have lost more than 34,000 during this period and the continuation schools have gained almost 21,000 pupils. Laws in some states demanding attendance at continuation schools of young people not meeting certain educational standards probably have helped to produce this increase. The young people driven from the ordinary schools by economic necessity are at last being accepted as of sufficient importance to deserve special consideration in the organization of our public school systems, a responsibility we have been slow in assuming.

The per cent of increase in attendance in the entire school systems of the fifteen groups of cities is shown graphically in Chart I.

**CHART I**

**Per Cent of Increase in Attendance, 1913-1914 to 1919-1920**  
**Entire School Systems**  
**15 Geographical and Size Groups**



## **SCHOOL CENSUS AND ENROLLMENT BY AGES**

One of the most striking facts revealed by this study is the large number of children between the ages of thirteen and sixteen years who leave the public schools. There is probably no more serious problem or one more difficult to solve now facing the people of this country. Should progressive movements within the schools be able to check appreciably the loss in attendance, the demand for buildings and equipment will rapidly increase.

### **TWO-THIRDS OF ALL CHILDREN LEAVE SCHOOL BEFORE THEY ARE SIXTEEN—**

According to the reports from 290 cities 6% of the children have left school before their thirteenth year, 19% before fourteen, 38% before fifteen and 64% before they are sixteen years of age.

Of the combined group of fourteen, fifteen and sixteen year old children in these cities only 60% are in schools.

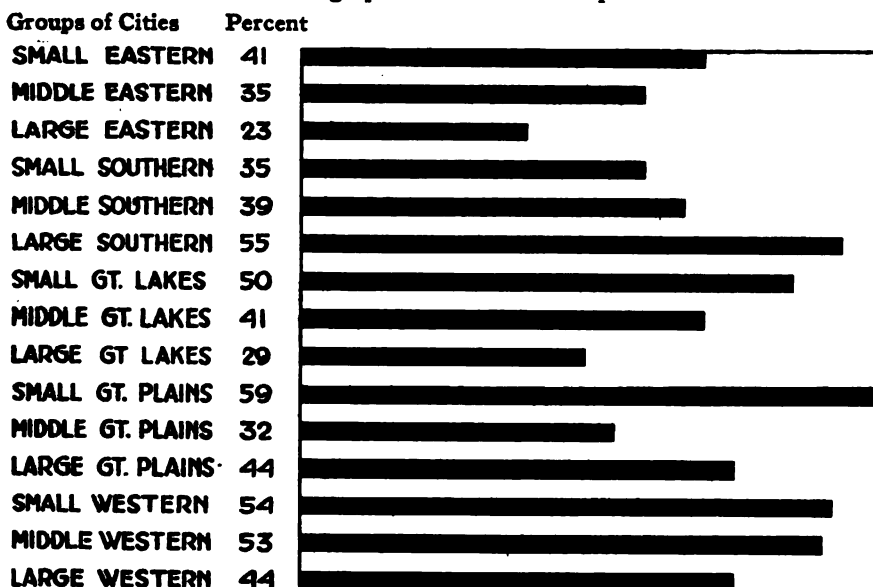
## WORST CONDITIONS IN EASTERN CITIES—

In the geographical groups, the highest per cent of these children remain in school in the Western cities. Of the children fourteen years old 86%, of those fifteen years old 69%, and of those sixteen years old 49% are in school. Only one-third of the children of these ages combined leave school. Next in order are the Great Plains cities, then the Southern, the Great Lakes, and lowest of all are the Eastern cities. In this last group only 29% of the children sixteen years of age, and 56% of those from fourteen to sixteen years, inclusive, are in school.

The per cent of 16 year old children who are retained in school in each of the fifteen groups of cities is shown in Chart II.

CHART II

Per Cent of Sixteen Year Old Children in School  
15 Geographical and Size Groups



## ELIMINATION GREATEST IN LARGE CITIES—

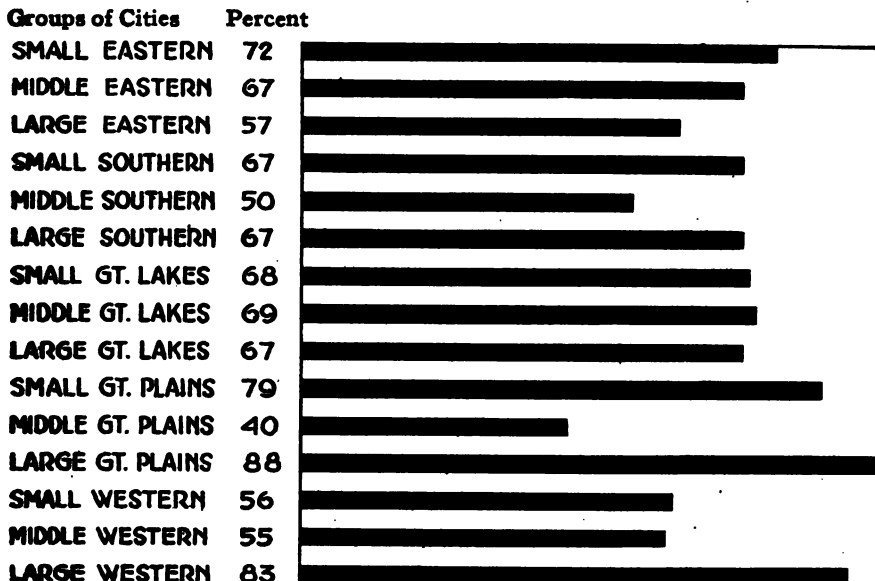
In the small cities 49% of the sixteen year old children are in school, in the middle cities 41%, and in the large cities only 32%. In the three age periods fourteen, fifteen and sixteen years, in which elimination is heaviest, the following per cents of the total groups are in school: in the small cities, 68%; in the middle cities, 60%; and in the large cities, 58%.

The figures given above are based on reports of the public school enrollment by ages. There were excluded from this group

all the cities reporting elementary school enrollment only, and all those whose reports grouped several ages together. Thus the selected facts may be considered to represent a large proportion of the children of these ages in American cities. In the 290 cities reporting there were 2,321,357 pupils between the ages of nine and sixteen years, inclusive, in the public schools.

### CHART III

Per Cent of Cities Having Available Public School  
Enrollment by Ages  
15 Geographical and Size Groups



The per cent of cities reporting in each of the fifteen groups which were able to furnish public school enrollment by ages is shown graphically in Chart III.

It is generally agreed that there are in every city, except for a small loss by death for each succeeding year, an equal number of children of given age. As a measure of the number that should be in school, children of nine years are counted, because those who intend to enter school will have entered at this age, and practically none would have fallen out except for causes, such as physical or mental weakness, common to any age. This measure is not affected as a census figure would be by the number of children who are educated in parochial or private schools. Of these 2,321,357 there were 351,804 children who were nine years of age. Upon this

basis, after making allowance for loss by death,\* the per cents of the different age groups given above were calculated.

### SCHOOL CENSUS BY AGES NECESSARY—

It was hoped that facts of importance could be worked out from the relation between school census figures and public school enrollment, but of all the cities participating only one-third were able to give school census data by ages. This fact is of particular interest. The first essential for an efficient attendance department is a complete and detailed school census. That so few school systems are now organized to take such a census and keep it up to date is one of the outstanding features of this survey.

### SIZE OF CLASSES

A teacher can work most effectively with a small class. When the class is too large it is difficult to give the pupil the personal attention essential to successful teaching. Obviously the subject taught, the age of pupils and other factors will determine the desirable size of a class. Teachers generally agree, however, that the largest class in kindergarten and elementary grades should not exceed thirty-five to forty pupils and in junior and senior high schools twenty to twenty-five pupils.

TABLE III—SIZE OF CLASSES  
ALL CITIES REPORTING

Size of Classes	Number of Rooms Having Enrollment Indicated in Groups to the Left			
	Kindergarten	Elementary	Junior High or Intermediate	Senior High School
19 pupils or less.....	320	2,860	1,480	10,763
20-24 pupils.....	423	3,598	1,472	10,391
25-29 pupils.....	687	7,807	2,365	10,544
30-34 pupils.....	708	15,229	1,718	5,854
35-39 pupils.....	760	20,662	983	2,005
40-44 pupils.....	680	18,495	498	1,149
45-49 pupils.....	404	11,102	228	859
50-54 pupils.....	459	2,415	64	225
55-59 pupils.....	136	547	47	130
60 or more pupils.....	420	480	223	433
Total.....	4,992	83,195	9,078	41,353
Median.....	37	38	28	25
Q1.....	29	32	23	19
Q3.....	47	43	34	30

### MANY CLASSES IN ELEMENTARY SCHOOLS TOO LARGE FOR EFFECTIVE TEACHING—

In the elementary classes, as shown in Table III, for all cities reporting 40% have forty pupils or more, 15% of the classes are larger than forty-five pupils each, and 4% have fifty or more pupils.

\*Correction for loss by death has been made on the basis of figures given by Dr. Leonard P. Ayres in "Laggards in Our Schools."

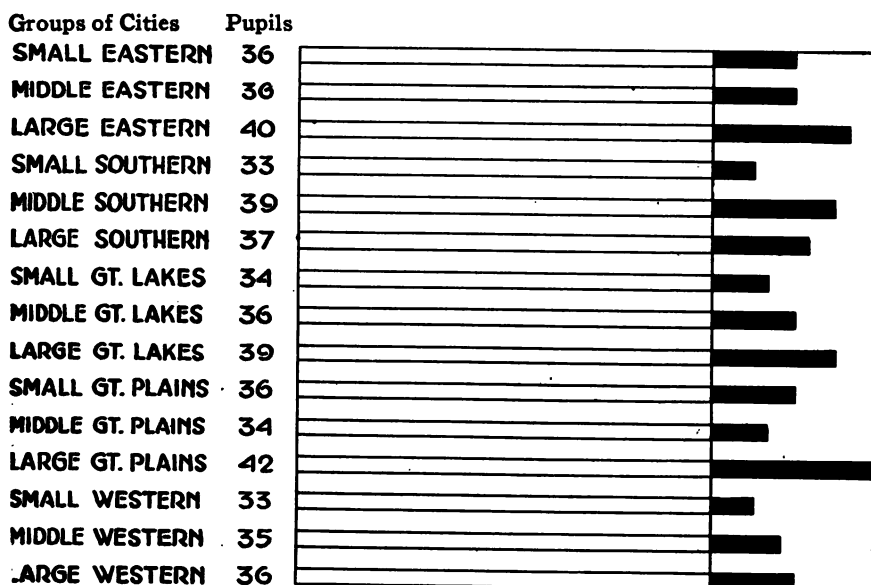


The median elementary class in these cities is thirty-eight pupils. Since the half of these classes above the mid point have more pupils each than those in the half below, there are more than 50% of the elementary pupils of these cities in classes larger than thirty-eight, that is, the median elementary pupil is in a class which numbers more than thirty-eight.

Chart IV shows graphically the number of pupils in the median elementary class in the cities of each of the fifteen groups. The parts of the bars representing the excess over thirty pupils are in black to make the variation as striking as possible.

**CHART IV**

**Number of Pupils\* in Median Elementary School Class  
15 Geographical and Size Groups**



\*The black ends of the bars represent the excess over thirty pupils in the median elementary school class.

In Table IV it is shown that the range of size of classes is from a median of thirty-five pupils in the Western to a median of thirty-nine in the Eastern cities. It will also be seen that there is a close agreement among the medians for the small and middle cities, with a pronounced tendency to larger classes in the large cities, where 41% of the classes have more than forty pupils, 18% more than forty-five, and 4% more than fifty pupils each.

TABLE IV—SIZE OF CLASSES  
5 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS

	Less Than 20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60 or More	Total	Median	Q1	Q3
I. Kindergarten														
Eastern Cities	145	190	328	362	316	444	234	99	44	91	2,253	37	28	44
Southern Cities	13	20	63	26	21	8	2		2	1	156	29	25	34
Great Lakes Cities	39	99	107	147	103	103	85	310	52	220	1,265	47	32	54
Great Plains Cities	76	50	68	61	240	50	43	25	27	95	735	35	29	46
Western Cities	47	64	121	107	80	75	40	25	11	13	583	33	26	41
Small Cities	68	92	114	84	67	43	26	30	12	21	557	30	24	39
Middle Cities	88	163	217	161	85	93	69	40	19	55	990	31	24	42
Large Cities	164	168	356	458	608	544	309	389	105	344	3,445	40	32	50
II. Elementary														
Eastern Cities	1,205	1,539	3,336	7,183	10,678	10,616	6,123	1,434	228	130	42,472	39	33	44
Southern Cities	298	378	1,200	1,110	1,300	1,240	752	293	125	87	6,783	37	29	43
Great Lakes Cities	660	888	1,961	2,880	4,096	3,755	1,402	402	111	201	15,556	38	32	45
Great Plains Cities	281	433	906	1,671	2,071	1,401	2,262	161	64	55	9,305	38	32	43
Western Cities	416	560	1,004	2,385	2,617	1,483	563	125	19	7	9,079	35	31	40
Small Cities	535	796	2,349	2,886	3,233	2,347	821	296	133	96	13,492	35	29	41
Middle Cities	721	1,095	2,201	3,654	4,018	3,054	1,248	343	78	86	16,498	36	30	41
Large Cities	1,604	1,707	3,257	8,689	13,411	13,094	9,033	1,776	336	298	53,205	39	34	44
III. Junior High School														
Eastern Cities	294	206	303	492	336	228	109	17	6	15	2,006	32	25	38
Southern Cities	59	58	251	178	94	55	24	7	5	1	732	30	26	35
Great Lakes Cities	757	761	1,170	597	276	101	56	33	26	196	3,973	27	22	32
Great Plains Cities	310	375	497	346	208	55	24	5	6	10	1,836	27	22	33
Western Cities	60	72	144	105	69	59	15	2	4	1	531	30	25	36
Small Cities	421	458	948	552	296	119	65	13	8	15	2,895	28	23	33
Middle Cities	274	341	554	291	246	139	37	7	5	7	1,901	28	23	34
Large Cities	785	673	863	875	441	240	126	44	34	201	4,282	29	22	35
IV. Senior High School														
Eastern Cities	2,852	2,595	2,867	2,045	1,027	464	211	114	62	240	12,477	26	21	35
Southern Cities	568	648	1,515	292	144	63	38	39	29	2	2,278	25	20	31
Great Lakes Cities	3,737	3,740	3,508	1,238	231	138	29	21	16	84	12,742	24	19	28
Great Plains Cities	1,978	1,877	1,775	1,060	414	415	30	19	11	58	7,637	25	19	30
Western Cities	1,628	1,591	1,879	719	189	69	51	32	12	49	6,219	25	19	29
Small Cities	3,580	3,321	3,884	1,121	439	131	62	30	14	38	12,120	24	19	28
Middle Cities	3,000	2,762	2,883	1,426	562	271	128	59	21	88	11,200	25	19	30
Large Cities	4,183	4,308	4,277	2,807	1,004	747	169	136	95	307	18,033	26	20	31

## KINDERGARTEN CLASSES—

There is great variation in the size of kindergarten classes in these cities, and yet 20% of the classes have over fifty pupils and two-fifths of them have more than forty pupils. The facts given for the five geographical groups in Table IV shows that in the Great Lakes States the kindergarten classes are large. Half the classes in this group have forty-seven or more pupils each and a quarter of them exceed fifty-four pupils. Even in the next highest group, the Eastern, there are only one-sixth of the kindergarten classes as large as the median class in the Great Lakes group, altho the other classes in the Eastern group tend to be larger.

## JUNIOR HIGH SCHOOL CLASSES—

One-half of the junior high school classes in these cities have twenty-eight pupils or more, one-quarter less than twenty-four and one-quarter more than thirty-three pupils each. These relatively small classes as compared with those of the elementary schools will be due in part to the departmental plan of organization and to the limitation of the number of pupils who can be accommodated at one time in laboratories and shops.

## SENIOR HIGH SCHOOL CLASSES—

The tendency to large classes is much less in senior high than in elementary schools. Half of these classes have less than twenty-six and only one-fourth of them as many as thirty or more pupils each. There is a general tendency to larger classes in the larger cities, but the differences are very slight. In the small cities the median high school class has twenty-four pupils, in the middle cities twenty-five, and in the large cities twenty-six pupils.

The relative size of elementary and high school classes in these cities indicates one of two things: either a class of thirty-eight pupils in elementary school is, from the standpoint of effective teaching, no larger than a high school class of twenty-five; or there is a pronounced tendency throughout the country to furnish better classroom facilities to the small group of high school students at the expense of the much larger group of elementary pupils. The truth seems to lie in the last statement.

## 270,000 SCHOOL CHILDREN HOUSED IN PORTABLES, BASEMENTS, ANNEXES, CORRIDORS, ETC.—

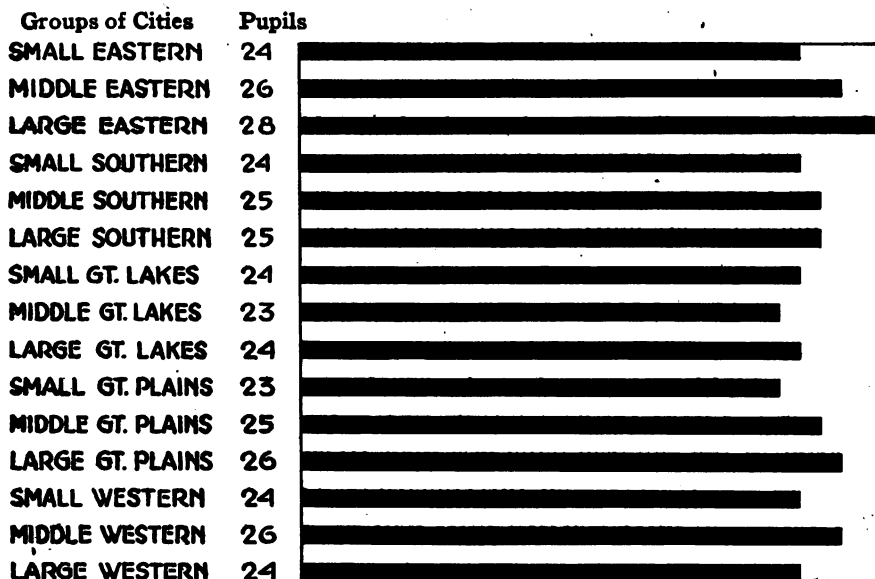
Classes too large for effective teaching are not the only evidence of congestion in the schools of these cities. Two hundred ninety-eight cities report that they are using over 3,000 portable buildings in which are housed more than 121,000 pupils. If each of 205

portables for which the number of pupils was not given accommodates this same average of forty each, there are almost 130,000 pupils in these cities in such makeshift structures. 43,000 pupils are housed in rented dwellings, lofts, stores, etc. 55,000 are in annexes. 8,000 are placed in halls and corridors, 3,000 in attics, and 31,000 are in basement rooms which are inadequately lighted and more than three feet below the ground level. After making a deduction of the pupils in annexes there are more than 215,000 school children in these 298 cities, all of whose hours in school are spent in makeshift rooms and buildings unsuited for school purposes.

The numbers of pupils in the median senior high school classes of the fifteen groups of cities are shown graphically in Chart V. The largest median is twenty-eight pupils in the large cities of the Eastern States.

**CHART V**

**Number of Pupils in Median Senior High School Class  
15 Geographical and Size Groups**



#### **A QUARTER OF A MILLION SCHOOL CHILDREN ON HALF-TIME—**

In 151 of these 429 cities there are more than 248,000 children who are on half-time because of the lack of school room space. This figure does not include kindergarten children or those who are under a platoon system of instruction.

These facts, obtained from 75% of all the cities reporting, show that in these cities, even excluding those housed in annexes where conditions may be normal, there are more than 453,000 children who are either on half-time because of lack of building space or are housed in portables, rented buildings, attics, basements or corridors. It would require an average of two 30-room buildings in each of these cities to properly house these groups of children alone. There still would remain the condition of general overcrowding of classrooms in the other buildings, many of which are old and ill suited to their use.

### PLAYGROUND SPACE FAR BELOW MINIMUM STANDARD

Three million six hundred thousand children are represented in this report on playgrounds, and the study discloses that one-half of them have a playground space of less than 6 by 6 feet (34 sq.ft. per pupil)—1,800,000 children have each a playground less than 6 by 6 feet, and many of them have no playground at all.

The largest playground provided for one-quarter of the 3,600,000 children is 3 by 4 feet. This is a smaller space than is allotted the child in the classroom. Only the highest fourth of these children have a playground space as large as 8 by 10 feet. It is the generally accepted standard that 100 square feet of space per child is an absolute minimum.

In Table V it is shown that only 19% of these children have the minimum standard of 100 square feet of space and that less than 9% have as much as 200 square feet, the desirable standard. The median for all these cities is a little plot less than 6 feet square.

Table VI shows this congestion to be general throughout the United States. Only in the cities of the Western States does the median child have as much as the standard minimum of 100 square feet. Conditions are particularly bad in Eastern cities, where one-quarter of the children have less than 10 square feet, one-half less than 15 square feet, and three-quarters less than 32 square feet per child. In these Eastern cities half of the children would have more play space in their classrooms, if these were not encumbered by the desks, than is provided for them on the playgrounds. In the larger cities the children are much more sinned against in this regard. In cities of over 100,000 population only 10% have as much as the standard minimum, in the middle cities 31%, and in the small cities only 48% of the children have as much as 100 square feet. An examination of Tables V and VI will show other facts almost as unbelievable as those cited above.

TABLE V

**NUMBER OF SQUARE FEET OF PLAYGROUND SPACE, PER CAPITA OF AVERAGE NUMBER BELONGING, DISTRIBUTED BY SCHOOLS AND  
NUMBER OF CHILDREN ACCOMMODATED  
3 SIZE GROUPS AND ALL CITIES REPORTING**

Number of Square Feet per Pupil	SMALL CITIES			MIDDLE CITIES			LARGE CITIES			ALL CITIES REPORTING		
	Playgrounds		Children	Playgrounds		Children	Playgrounds		Children	Playgrounds		Children
	*a	*b		a	b		a	b				
Less than 10.....	112	18	50,363	153	10	85,624	455		674,407	725		810,394
10-19.....	62	6	22,797	76	7	38,327	406		458,858	544	28	519,982
20-29.....	79	15	30,913	106	8	59,027	339		268,713	524	13	358,658
30-39.....	60	8	23,698	76	8	37,038	273		188,489	409	23	249,225
40-49.....	66	1	24,390	97	5	49,218	216		174,521	379	6	248,124
50-59.....	77	1	23,888	80	3	36,259	201		110,823	358	4	170,970
60-69.....	89	3	24,252	80	7	34,935	251		179,860	405	5	239,047
70-79.....	55		16,475	65	3	34,896	135	2	76,824	256	10	123,195
80-89.....	58	5	22,613	53	1	19,818	107		61,337	218	6	103,768
90-99.....	50	5	14,851	52	1	21,198	82		49,780	184	6	85,829
100-149.....	205	14	63,883	182	18	76,465	215		110,465	602	32	250,818
150-199.....	153	7	43,199	98	26	34,052	115	23	48,165	366	56	125,416
200-249.....	121	2	33,480	51		20,172	51		21,824	223	2	75,476
250-299.....	68	4	20,225	40	2	16,536	39	10	13,373	147	16	50,133
300-349.....	67	5	19,945	40	1	10,028	46		22,468	153	6	52,441
350-399.....	41	1	9,744	28	1	6,099	28	3	9,288	91	5	25,131
400-449.....	36	1	6,777	23	1	6,767	23		5,027	82	2	18,571
450-499.....	38		8,974	9		1,621	16	15	6,925	63	15	16,520
500 and over.....	154	9	29,544	79	5	18,167	132		26,048	365	14	72,759
Totals.....	1,591	105	490,011	1,363	107	606,241	3,130	53	2,505,195	6,084	265	3,601,447
†Median.....			94			59			24			34
Q1.....			38			25			10			12
Q3.....			209			125			60			78

\*The "a" columns of this table report the number of playgrounds upon which are accommodated the number of children reported in the second column following; the "b" columns give the distribution of those playgrounds for which the number of children accommodated was not reported.

†The medians and quartiles are figured in terms of the distribution of children reported; e.g., the "94" means that in the small cities there are as many children having less than 94 sq. ft. each as there are of those having more than that amount.

TABLE VI

NUMBER OF SQUARE FEET OF PLAYGROUND SPACE, PER CAPITA OF AVERAGE NUMBER BELONGING, DISTRIBUTED BY SCHOOLS AND NUMBER OF CHILDREN ACCOMMODATED

## 5 GEOGRAPHICAL GROUPS

Number of Square Feet per Pupil	EASTERN CITIES			SOUTHERN CITIES			GREAT LAKES CITIES			GREAT PLAINS CITIES			WESTERN CITIES		
	Playgrounds		Children	Playgrounds		Children	Playgrounds		Children	Playgrounds		Children	Playgrounds		Children
	*a	*b		*a	*b		*a	*b		*a	*b		*a	*b	
Less than 10.....	535	23	694,165	41	2	13,750	102	2	72,756	35	1	16,376	12	.....	7,347
10-19.....	376	6	398,288	16	5	9,012	112	1	91,686	30	1	17,199	10	.....	8,796
20-29.....	276	12	186,779	30	8	17,346	181	2	133,092	20	6	12,864	17	.....	8,572
30-39.....	174	9	84,780	33	2	17,246	154	4	119,053	32	1	18,831	16	.....	9,311
40-49.....	128	4	59,729	26	2	14,278	153	.....	119,196	49	.....	42,814	23	.....	12,108
50-59.....	154	1	56,333	19	.....	7,708	111	.....	69,121	54	2	33,446	20	.....	10,365
60-69.....	113	5	47,572	23	.....	8,258	90	4	55,057	54	1	11,531	20	.....	10,365
70-79.....	80	1	26,854	10	.....	4,743	93	1	55,090	149	1	21,542	35	.....	18,534
80-89.....	74	2	25,905	15	.....	7,194	48	3	27,024	38	3	21,077	30	.....	19,466
90-99.....	56	1	17,682	16	.....	8,152	67	2	30,741	41	1	12,680	40	.....	23,568
100-149.....	168	7	55,239	35	4	14,228	159	10	88,831	101	11	39,775	33	.....	21,571
150-199.....	274	21	27,434	21	1	5,839	95	17	34,361	76	83	29,541	139	.....	73,572
200-249.....	38	4	10,196	19	.....	4,327	58	.....	22,826	45	1	15,294	66	1	23,133
250-299.....	23	.....	7,046	12	.....	4,240	31	1	10,116	28	14	10,971	63	.....	23,225
300-349.....	24	1	5,368	11	.....	5,807	48	3	16,546	24	2	14,528	44	.....	17,760
350-399.....	20	1	2,398	6	.....	1,176	22	.....	5,783	20	4	6,203	26	.....	10,193
400-499.....	20	1	2,408	6	.....	3,204	17	.....	8,153	44	2	5,337	25	.....	9,585
500-599.....	27	1	4,108	7	.....	3,297	17	.....	8,742	19	1	1,484	19	.....	6,469
600-699.....	54	.....	10,211	40	.....	15,881	65	9	13,156	73	6	10,516	22	.....	6,594
700-799.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	133	.....	22,995
800-899.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
900-999.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1000-1099.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1100-1199.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1200-1299.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1300-1399.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1400-1499.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1500-1599.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1600-1699.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1700-1799.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1800-1899.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1900-1999.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2000-2099.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2100-2199.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2200-2299.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2300-2399.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2400-2499.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2500-2599.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2600-2699.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2700-2799.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2800-2899.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2900-2999.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3000-3099.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3100-3199.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3200-3299.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3300-3399.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3400-3499.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3500-3599.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3600-3699.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3700-3799.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3800-3899.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3900-3999.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4000-4099.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4100-4199.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4200-4299.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4300-4399.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4400-4499.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4500-4599.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4600-4699.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4700-4799.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4800-4899.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4900-4999.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
500 and over.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	2,425	79	1,719,055	374	19	166,147	1,623	61	945,886	886	105	442,009	776	1	323,356
Median.....	.....	.....	16	.....	.....	27	.....	.....	49	.....	.....	67	.....	.....	122
Q1.....	.....	.....	10	.....	.....	27	.....	.....	25	.....	.....	51	.....	.....	77
Q3.....	.....	.....	31	.....	.....	164	.....	.....	80	.....	.....	129	.....	.....	230

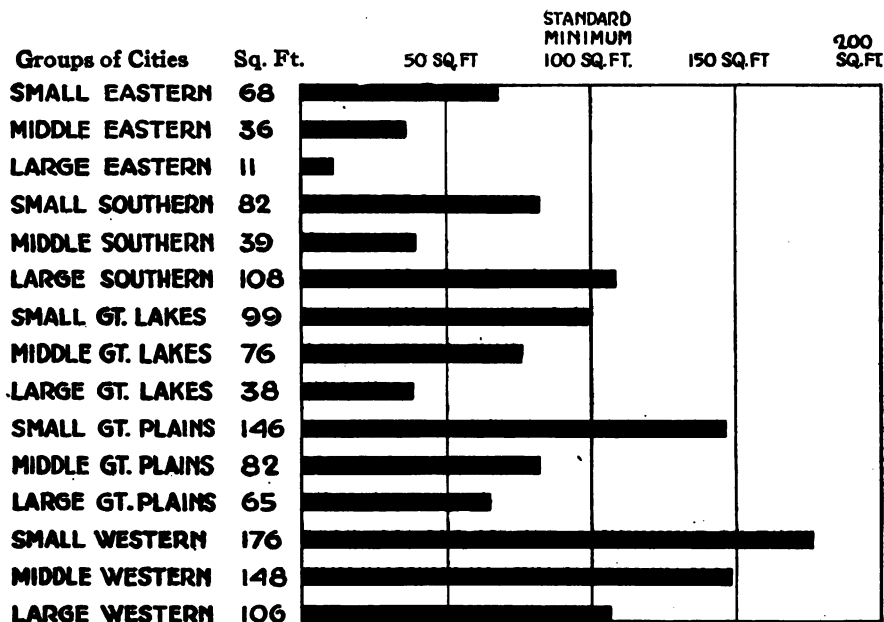
\*The "a" columns of this table report the number of playgrounds upon which are accommodated the number of children reported in the second column following; the "b" columns give the distribution of those playgrounds for which the number of children accommodated was not reported.

†The medians and quartiles are figured in terms of the distribution of children reported; e.g., the "14" means that in the Eastern cities there are as many children having less than 14 sq. ft. each as there are of those having more than that amount.

Chart VI shows the number of square feet of playground space for the median child in each of the fifteen groups of cities. In the large Eastern cities half the pupils have 11 square feet or less.

**CHART VI**

**Number of Square Feet of Playground Space per Median Child  
15 Geographical and Size Groups**



This situation is but partly accounted for by the fact that it is in comparatively recent years that the value of playgrounds has been realized. The sites of many of the old school buildings are on parts of blocks in congested districts, and many of these sites are covered by the building itself. In spite of this, many of the newer buildings are erected on the old sites, or upon sites duplicating the old defects.

These facts of limited playground space present one of the serious problems confronting those who are interested in the welfare of American school children. School authorities are attempting to relieve conditions by various makeshifts, one of the most common of which is to allow groups of children to use the playground space at different times throughout the day. Each playground should be large enough to include a section equipped with slides, swings and other apparatus for the smaller children, and larger sections equipped for tennis and the various recreational



and athletic activities of large groups of pupils of all ages. Whatever the cost, adequate playground space should be provided for those school buildings already erected in congested districts. Public sentiment must become so strong that it will be considered a breach of trust for school authorities to erect a school building on a site that will not afford adequate playground space for all the pupils housed in the building.

The playground is as necessary a part of the equipment for the public school as is the classroom. It is here that the physical well-being of the child is developed and that he learns through properly conducted games and in athletic activities how to play the game of life squarely in competition with his fellows.

## CONDITION OF SCHOOL BUILDINGS

The report has dealt thus far with conditions which will require great expenditure for school plants in order to care for the increased enrollments of each succeeding year. The present congestion makes effective teaching most difficult and is undoubtedly threatening the best physical and moral development of many thousands of our school children. This study will now present in more detail the actual conditions of the buildings themselves in these cities reporting. The facts will be given under three divisions: Age of Buildings, Size of Buildings, and Type of Construction of Buildings. Under the last heading particular emphasis will be placed on provisions, in construction and equipment, against fire hazard.

### I.—AGE OF SCHOOL BUILDINGS

Data here present two points of view: The distribution of buildings according to their age, and the distribution of the pupils as they are housed in buildings of different ages. "Pupils housed in buildings" erected at a given time will be understood throughout the discussion to refer to buildings and their additions, though such additions might have been made at a later date. The date of erection of additions to buildings is disregarded. "Pupils Housed" data were given for 5,686 buildings, which is 75% of the total number of buildings reported.

#### MEDIAN ELEMENTARY SCHOOL BUILDING 24 YEARS OLD—

One-half of the 6,715 elementary buildings reported in these 429 cities were constructed before 1897, as is shown in Table VII. The median pupil is housed in a building erected twenty-three years ago, one-fourth of the elementary pupils are in buildings more

than thirty-four years old, and three-fourths are in buildings constructed before 1908. Table VIII shows that the greatest number of pupils housed in old buildings are in the Great Lakes, Eastern and Great Plains cities. One-half of the elementary pupils in these groups are using buildings erected more than twenty-three, twenty-four, and twenty-six years ago, respectively. In comparing the size groups it will be seen that many of the older buildings are in the larger cities.

TABLE VII  
DATE OF ERECTION OF SCHOOL BUILDINGS  
ALL CITIES REPORTING

Dates of Erection	Number of Elementary School Buildings Erected	Number of Pupils Housed in Each Group of Elementary School Buildings and Their Additions	Number of Junior High School Buildings Erected	Number of Pupils Housed in Each Group of Junior High School Buildings and Their Additions	Number of Senior High School Buildings Erected	Number of Pupils Housed in Each Group of Senior High School Buildings and Their Additions	Total Number of School Buildings Erected	Total Number of Pupils Housed in Each Group of School Buildings and Their Additions
Before 1860..*a..	240	103,170	2	346	6	7,018	248	110,534
1860-69 { *b..	64		2		3		69	
1860-69 { a..	226	104,405	2	3,225	4	1,401	238	109,031
1860-69 { b..	102		2		3		107	
1870-79 { a..	478	222,333	10	4,899	18	10,244	506	237,476
1870-79 { b..	133		7		4		144	
1880-89 { a..	831	459,489	17	8,711	27	20,467	875	488,667
1880-89 { b..	233		3		10		246	
1890-99 { a..	1,174	722,617	21	11,594	92	77,252	1,287	811,469
1890-99 { b..	330		5		32		367	
1900-09 { a..	1,137	737,887	28	19,571	119	127,306	1,284	884,764
1900-09 { b..	408		7		43		458	
1910-20 { a..	978	584,450	76	47,946	194	184,423	1,248	816,819
1910-20 { b..	381		25		70		476	
Totals { a..	5,064	2,934,351	162	96,292	460	428,117	5,686	3,458,760
Totals { b..	1,651		51		165		1,867	
Totals { a + b..	6,715		213		625		7,553	
†Median, a + b..	1,897		1,908		1,907		1,898	
†Median, a..		1,898		1,910		1,908		1,900
†Q1, a + b..	1884		1891		1897		1885	
†Q1, a..		1887		1896		1899		1888
†Q3, a + b..	1908		1915		1914		1909	
†Q3, a..		1908		1915		1914		1909

\*The "a" lines of this table report the number of buildings for which the number of pupils was given, and the number of pupils housed therein; the "b" lines report the distribution of buildings for which the number of pupils housed was not given.

†The "a + b" measures are figured from the total distribution of the buildings reported; the "a" measures are figured from the distribution of pupils housed in each group of buildings, so far as this fact was reported. The "pupils housed" figure was reported for 75 % of the total number of buildings reported

Table IX shows the distribution of all buildings reported among the five geographical groups and among the three size groups. Table VIII, reports the pupil data only.

#### JUNIOR HIGH SCHOOL BUILDINGS. MANY OLD BUILDINGS CONVERTED—

Table VII shows that the great majority of junior high schools are housed in old buildings, as the buildings used are generally older

**TABLE VIII**  
**NUMBER OF PUPILS HOUSED IN BUILDINGS AND ADDITIONS. 5 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS**

	NUMBER OF PUPILS HOUSED IN THE GROUPS OF BUILDINGS ERECTED							Date of Erection of Building in Which Median Child is Housed
	Before 1860	1860-69	1870-79	1880-89	1890-99	1900-09	1910-20	Totals
<b>I. Elementary Buildings</b>								
Eastern Cities.....	79,413	70,514	131,339	176,557	383,396	390,484	226,849	1,462,042
Southern Cities.....	11,707	2,779	4,897	123,076	49,374	55,498	182,719	201,520
Great Lakes Cities.....	11,075	25,707	58,314	143,558	199,273	155,490	189,333	792,297
Great Plains Cities.....		4,101	16,374	71,358	48,542	103,871	42,445	231,116
Western Cities.....		1,904	2,409	35,913	53,702	83,384	42,445	247,376
Small Cities.....	6,971	12,419	29,822	74,132	79,737	120,560	104,269	361,956
Middle Cities.....	13,963	16,781	41,136	75,467	104,685	120,560	124,414	498,976
Large Cities.....	82,237	75,235	151,375	329,680	546,139	534,787	354,767	2,073,420
<b>II. Junior High Schools</b>								
Eastern Cities.....	346	1,233	1,800	2,210	2,834	9,524	13,419	31,416
Southern Cities.....				165	1,994	5,357	6,653	9,637
Great Lakes Cities.....		1,942	2,134	5,517	3,982	2,557	14,023	33,076
Great Plains Cities.....			496	674	1,132	1,900	3,480	7,761
Western Cities.....			419	123	1,642	1,300	4,365	7,761
Small Cities.....	126	1,444	711	1,777	4,961	4,384	2,106	21,668
Middle Cities.....		349	2,860	1,973	2,860	4,325	16,433	23,550
Large Cities.....	229	1,432	1,823	4,962	4,663	10,351	22,353	45,574
<b>III. Senior High Schools</b>								
Eastern Cities.....	4,984		5,831	11,480	32,132	57,242	61,194	172,373
Southern Cities.....	1,134		699	63	3,545	8,612	11,876	25,731
Great Lakes Cities.....	900	1,401	3,193	3,334	23,785	32,947	50,520	115,090
Great Plains Cities.....			531	4,071	11,080	13,041	29,042	67,765
Western Cities.....				1,514	11,585	15,464	31,792	56,658
Small Cities.....		501	1,925	6,979	11,783	22,639	51,675	95,552
Middle Cities.....	1,634		1,170	1,870	21,018	20,109	43,364	89,150
Large Cities.....	5,384	900	7,149	11,513	44,462	84,508	39,394	243,416
<b>IV. All School Buildings</b>								
Eastern Cities.....	84,743	71,797	138,960	192,247	420,372	457,250	300,932	1,666,331
Southern Cities.....	12,841	2,179	15,596	167,406	44,671	65,070	71,252	236,338
Great Lakes Cities.....	11,976	29,060	68,691	167,406	226,030	197,854	264,427	940,463
Great Plains Cities.....		4,101	16,401	76,133	53,104	69,562	37,967	303,243
Western Cities.....		1,904	2,823	37,532	53,702	104,998	102,211	311,785
Small Cities.....	7,087	14,364	32,453	82,943	83,577	109,653	164,049	479,076
Middle Cities.....	16,596	17,100	44,666	79,909	123,558	145,495	186,251	616,976
Large Cities.....	97,841	77,567	160,352	346,410	594,334	629,686	466,519	2,362,709

than this type of organization. This is a significant fact, for it means that many of the buildings converted for junior high schools are poorly adapted for this important unit in public education. If there is one type of school activity which more than any other needs a new and especially designed type of building it is the junior high school.

TABLE IX—DATE OF ERECTION OF SCHOOL BUILDINGS.  
5 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS

	NUMBER OF BUILDINGS ERECTED							Total	Date of Erection of Median Building
	Before 1860	1860- 1869	1870- 1879	1880- 1889	1890- 1899	1900- 1909	1910- 1920		
<b>I. Elementary Build- ings</b>									
Eastern Cities.....	231	185	322	388	696	551	364	2,737	1893
Southern Cities.....	31	21	56	118	123	197	173	719	1900
Great Lakes Cities.....	34	81	154	302	395	335	349	1,650	1896
Great Plains Cities.....	8	32	64	190	148	211	242	895	1900
Western Cities.....		9	15	66	142	251	231	714	1905
Small Cities.....	89	109	146	244	378	414	410	1,790	1898
Middle Cities.....	70	80	156	241	319	372	385	1,623	1898
Large Cities.....	145	139	309	579	807	759	564	3,302	1896
<b>II. Junior High Schools</b>									
Eastern Cities.....	3	4	6	5	8	18	27	71	1905
Southern Cities.....	1	2	2	2	4	3	9	23	1902
Great Lakes Cities.....		4	6	9	8	7	29	63	1906
Great Plains Cities.....			2	3	3	5	24	37	1912
Western Cities.....			1	1	3	2	12	19	1912
Small Cities.....	2	4	5	8	11	13	30	73	1905
Middle Cities.....		1	3	4	7	8	36	59	1912
Large Cities.....	2	5	9	8	8	14	35	81	1906
<b>III. Senior High Schools</b>									
Eastern Cities.....	4	2	13	18	51	53	74	215	1904
Southern Cities.....	2		2	3	15	19	34	75	1908
Great Lakes Cities.....	3	5	6	9	31	49	57	160	1905
Great Plains Cities.....			1	6	15	24	40	86	1909
Western Cities.....				1	12	17	59	89	1913
Small Cities.....	2	4	10	18	40	65	122	261	1909
Middle Cities.....	3	2	4	6	35	37	64	151	1907
Large Cities.....	4	1	8	13	49	60	78	213	1905
<b>IV. All School Build- ings</b>									
Eastern Cities.....	238	191	341	411	755	622	465	3,023	1894
Southern Cities.....	34	23	60	123	142	219	216	817	1901
Great Lakes Cities.....	37	90	166	320	434	391	435	1,873	1897
Great Plains Cities.....	8	32	67	199	166	240	306	1,018	1902
Western Cities.....		9	16	68	157	270	302	822	1906
Small Cities.....	93	117	161	270	429	492	562	2,124	1900
Middle Cities.....	73	83	163	251	361	417	435	1,333	1900
Large Cities.....	151	145	326	600	864	833	677	3,596	1897

## SENIOR HIGH SCHOOL BUILDINGS—

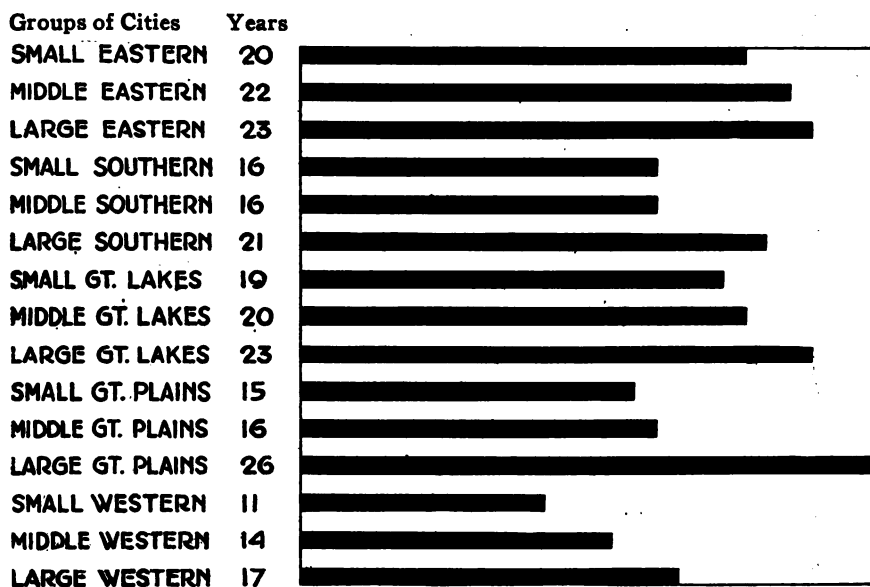
Less than one-quarter of the high school pupils of American cities are in buildings as old as those housing one-half of the elementary pupils. But even here conditions are poor. Important progress has been made in school architecture in recent years, and during this period the type of education offered in American high schools has been greatly changed. The median high school pupil is housed in a building erected fourteen years ago. This implies

the strong probability that at least one-half of our high school pupils are using buildings in which there are not properly designed shops and laboratories for vocational training, few gymnasiums for physical development and athletic activities, and very few rooms properly designed for clinics, school lunches and the many other comparatively modern features which should play an important part in the effectively organized senior high school.

Chart VII shows graphically the age of the buildings in which the median pupil is housed in each of the fifteen groups. It is based entirely on "Pupils Housed" data such as is given in Table VIII.

**CHART VII**

**Age of Building in Which Median Pupil is Housed  
15 Geographical and Size Groups**



### THE MENACE OF OLD SCHOOL BUILDINGS—

Most of the old school buildings are not only antique and dingy, but they are a hazard to the life and well-being of all who must use them. The sanitary equipment of many of the buildings constructed before 1900 is a menace to the health of both teachers and pupils. Classrooms are badly lighted and most of the children in them are subjected to eyestrain, which is followed by a whole train of visual and organic disturbances. The old systems of ventilation in such buildings leave the air foul, warm air is not

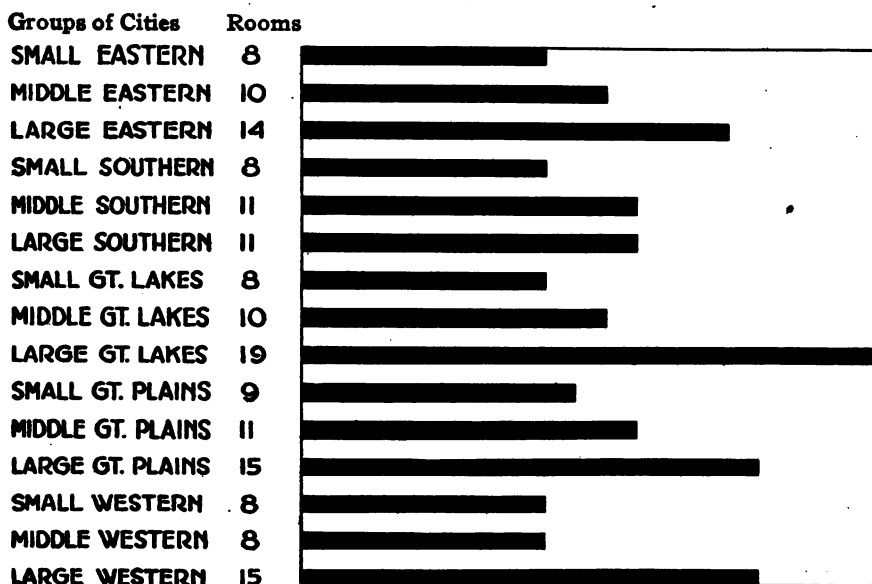
properly introduced, floors are cold. It is practically impossible to have the physical condition of children in these buildings such that they can do effective work. Cases for discipline are multiplied and the whole building operates under an enormous handicap. One cannot overestimate the hygienic and educational menace inherent in the use of such buildings for school purposes.

## II.—NUMBER OF ROOMS PER BUILDING

Chart VIII shows the number of rooms in the median school building of each of the fifteen groups of cities.

**CHART VIII**

**Number of Rooms in Median School Building  
15 Geographical and Size Groups**



One-half of the elementary school buildings in these cities have 10 rooms each or less. As shown in Table X one-quarter of these buildings do not have more than six and only the highest quarter have seventeen or more rooms. Larger buildings with more rooms are used by junior and senior high schools. One-half of the elementary and high school buildings reported do not exceed twelve rooms each, one-fourth have less than seven rooms, and three-fourths have less than twenty rooms each.

Table X also shows the distribution among the three size groups

of buildings having various numbers of rooms. Table XI presents corresponding data for the five geographical groups.

The interested citizen is likely to underestimate the vital significance of the facts shown above until he realizes the waste in a school system organized into so many small building units. The costs of heating, janitor service and maintenance are much greater proportionately, and the standard of educational service is lowered. One well-paid principal can administer the affairs of a thirty-room building more effectively and economically than can three poorly

**TABLE X—NUMBER OF ROOMS IN SCHOOL BUILDINGS IN USE  
ELEMENTARY SCHOOL BUILDINGS AND ALL SCHOOL BUILDINGS  
3 SIZE GROUPS AND ALL CITIES REPORTING**

Number of Rooms	SMALL CITIES		MIDDLE CITIES		LARGE CITIES		ALL CITIES REPORTING	
	Elemen- tary	All Buildings	Elemen- tary	All Buildings	Elemen- tary	All Buildings	Elemen- tary	All Buildings
One.....	175	184	160	172	117	125	452	481
Two.....	127	132	148	149	180	155	405	436
Three.....	62	62	26	26	47	58	135	146
Four.....	250	262	169	175	230	251	649	688
Five.....	66	70	33	36	49	60	148	166
Six.....	143	147	32	33	96	104	321	334
Seven.....	55	58	26	26	55	57	136	141
Eight.....	349	361	225	229	311	322	885	912
Nine.....	119	123	32	37	100	102	301	312
Ten.....	133	144	120	126	148	155	401	425
Eleven.....	64	69	59	67	89	89	212	225
Twelve.....	106	122	165	169	241	254	512	545
Thirteen.....	40	49	60	65	109	115	209	229
Fourteen.....	58	79	99	106	142	152	299	337
Fifteen.....	28	50	41	44	111	116	180	210
Sixteen.....	30	47	34	112	158	186	272	345
Seventeen.....	18	28	40	46	115	128	173	202
Eighteen.....	10	26	55	62	139	156	204	244
Nineteen.....	9	19	24	33	116	126	149	178
Twenty.....	12	44	35	42	127	144	174	230
21 to 25.....	24	75	61	95	386	449	471	619
26 to 30.....	6	43	27	51	210	246	243	340
31 to 35.....	5	35	14	38	145	176	164	249
36 to 40.....	9	26	4	21	79	109	92	156
41 to 45.....	1	14	2	15	58	82	61	111
46 to 49.....				6	57	89	57	97
Over 50.....		13	1	37	62	154	63	204
Total.....	1,899	2,284	1,842	2,118	3,627	4,160	7,368	8,562
Median.....	8	8	9	10	14	15	10	12
Q1.....	4	4	4	5	8	8	6	6
Q3.....	10	12	14	16	22	24	17	19

paid principals in three ten-room buildings. The larger unit also offers a more elastic program to meet the individual differences among pupils. Where there is a large group to be organized into many classes each class can be made up of pupils of more nearly equal abilities and kindred interests. The findings of this report indicate unmistakably that of the comparatively small amount of money which has been available for educational purposes there is an actual waste at present in maintaining so many small units of organization.

**TABLE XI**  
**NUMBER OF ROOMS IN SCHOOL BUILDINGS IN USE**  
**ELEMENTARY SCHOOL BUILDINGS AND ALL SCHOOL BUILDINGS**  
**5 GEOGRAPHICAL GROUPS**

Number of Rooms	EASTERN CITIES		SOUTHERN CITIES		GT. LAKES CITIES		GT. PLAINS CITIES		WESTERN CITIES	
	Elemen- tary	All Build- ings	Elemen- tary	All Build- ings	Elemen- tary	All Build- ings	Elemen- tary	All Build- ings	Elemen- tary	All Build- ings
One.....	185	198	82	87	77	79	89	39	119	128
Two.....	151	179	25	25	115	116	56	57	58	59
Three.....	88	49	22	22	27	27	24	24	24	24
Four.....	350	381	51	58	114	114	70	70	64	65
Five.....	49	61	22	26	27	27	19	20	31	32
Six.....	149	160	29	29	71	72	37	38	35	35
Seven.....	34	37	20	21	20	20	35	36	27	27
Eight.....	367	383	149	153	191	194	102	103	76	79
Nine.....	84	91	25	27	91	91	57	57	44	46
Ten.....	126	135	31	41	99	103	83	89	57	57
Eleven.....	66	71	30	37	40	40	49	50	27	27
Twelve.....	235	249	58	62	101	110	78	82	40	42
Thirteen.....	61	68	20	24	57	60	45	50	26	27
Fourteen.....	106	118	44	48	75	83	33	41	41	47
Fifteen.....	50	61	33	36	34	45	37	40	26	28
Sixteen.....	88	120	38	43	59	83	44	47	43	52
Seventeen.....	54	70	18	21	44	48	21	21	36	42
Eighteen.....	58	78	18	21	62	72	26	28	40	45
Nineteen.....	37	54	12	14	50	52	17	19	33	39
Twenty.....	53	75	19	28	43	53	34	41	25	33
21 to 25.....	140	187	20	38	171	226	85	103	55	65
26 to 30.....	94	126	10	19	97	123	18	32	24	35
31 to 35.....	86	119	4	10	63	83	5	13	6	19
36 to 40.....	47	68		10	32	50	8	17	5	11
41 to 45.....	42	65		3	17	30	1	6	1	7
46 to 50.....	57	75								6
Over 50.....	58	121		2	5	13		29		21
Total.....	2,865	3,399	730	855	1,782	2,050	1,023	1,160	963	1,098
Median.....	10	11	9	10	12	13	10	11	10	10
Q1.....	4	5	7	7	7	8	7	8	4	4
Q3.....	17	19	14	15	18	22	16	18	16	18

### III.—TYPE OF CONSTRUCTION OF SCHOOL BUILDINGS

#### THIRTY-SEVEN PER CENT OF SCHOOL BUILDINGS ARE FIRE- TRAPS—

No part of this study has revealed more startling facts than the section dealing with the type of construction of school buildings. Less than 5% of the 7,150 buildings reported are of standard fireproof construction, 13% are fire-resistive to a degree, and 37% of these structures are fire-traps, a perpetual menace to the many thousands of children who occupy them; 17% of the buildings have masonry walls and fire-resistive corridors and stairways, but the floors, partitions, roofs and ceilings are combustible. The other 28% are not of fireproof construction, but are one-story buildings.

#### TYPES OF CONSTRUCTION DEFINED—

For the purposes of this study all types of construction are grouped roughly into five classes: Types A, B, C, D, and E\*. In

\*The classification used is that of the American Institute of Architects.



TABLE XII —NORMAL FIRE PROTECTION  
ALL CITIES REPORTING

Types	Number of Buildings of Each Type	Number of Buildings of Each Type with Fireproof Basement Ceilings	Number of Buildings of Each Type Where Heating Apparatus is in Fireproof Enclosure with Fire Doors	Number of Buildings of Each Type with Smoke-proof Tower Fire Exits	Number of Buildings of Each Class with Outside Steel Fire Escapes	Number of Buildings of Each Class with Outside Wooden Fire Escapes	Number of Buildings of Each Class Supplied with Automatic Sprinkler Equipment	Number of Buildings of Each Class Equipped with Fire Extinguishers		Number of Buildings Equipped with Automatic Fire Alarms
								Standard (*)	Less than Standard	
Type A. A building constructed entirely of fire resistive materials, including its walls, roof, windows, doors, floors and finish.	354	323	270	32	111		Entire Bldg.....18 Basement.....10 Attic.....1 Storerooms.....1	297	7	58
Type B. A building of fire resistive construction in its walls, floors, stairways and ceilings, but with wood or composition floor surface and wood roof construction over fire resistive ceiling.	957	806	751	111	168	8	Entire Bldg.....14 Basement.....40 Attic.....4 Storerooms.....4	626	69	128
Type C. A building with masonry walls, fire resistive corridors and stairways, but with ordinary construction otherwise, i.e., combustible floors, partitions, roofs and finish.	1,198	461	564	67	366	5	Entire Bldg.....19 Basement.....48 Attic.....2 Storerooms.....7	787	21	223
Type D. A building with masonry walls, but otherwise ordinary or joint construction and wood finish.	3,163	529	711	109	1,418	53	Entire Bldg.....44 Basement.....213 Attic.....98 Storerooms.....46	1,840	295	425
Type E. A frame building constructed with wood above foundations with or without slate or other semi-fireproof material on roof.	1,478	68	109	14	189	90	Entire Bldg.....4 Basement.....15 Attic.....8 Storerooms.....4	574	121	86
Total	7,150	2,187	2,405	333	2,252	156	Entire Bldg.....99 Basement.....326 Attic.....112 Storerooms.....62	4,064	513	920
Per cent of total having each feature		31	34	5	31	2	Entire Bldg.....1 Basement.....5 Attic.....2 Storerooms.....1	57	7	13

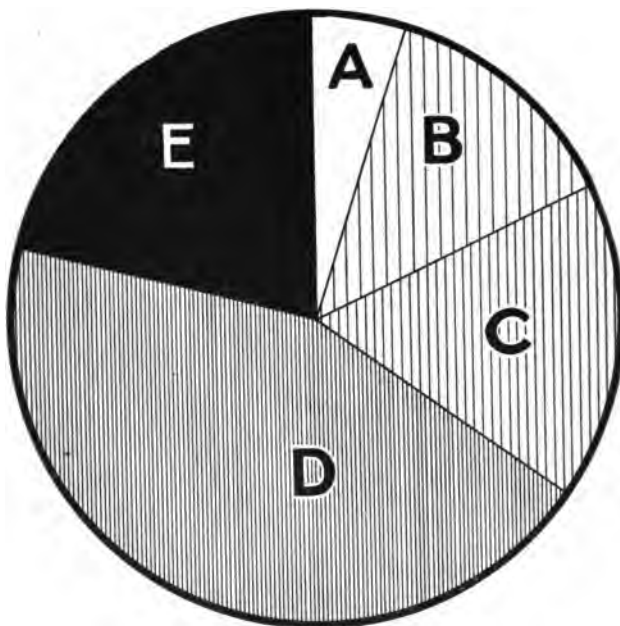
Type of construction of median building, D (defined above); Q1 Building, Type C; Q8 Building, Type D.

(\*) At least one fire extinguisher for each floor and an additional one for each additional 4,000 square feet of floor space. Dry powder tubes and hand grenades are not considered.

the first column of Table XII these types are fully defined. Type A is what is ordinarily considered a completely fire-proof structure. Type B is not fire-proof, but it is fire-resistive to a degree. Type C is perhaps best described as of slow burning construction. Types D and E are fire-traps. The only difference between D and E is the masonry wall or brick veneer of Type D, which may afford protection to adjoining buildings or lessen the menace of fire from the outside.

#### CHART IX

Part of Total Number of Buildings Which Are of Each Type  
of Construction\*  
15 Geographical and Size Groups



\*For definition of each type see first column of Table XII, page 34.

#### DISTRIBUTION OF TYPES OF BUILDINGS—

Table XII shows the distribution among the five types of these 7,150 school buildings reported by the 429 cities. It will be seen that only 5% are of Type A, 13% of Type B, 17% of Type C, 44% of Type D, and 21% of Type E. Of all buildings reported 65% are of the last two, the worst types. The distribution of buildings among these types is shown in Chart IX.

The data were not reported in such a way as to show the percentage of pupils housed in each type of building but it would not be fair to assume that only 5% and 13% of them are housed in Types A and B. It is probably true that practically all the buildings of Type E are small, old buildings and that a comparatively small number of pupils are housed in each. Furthermore all of the buildings of Type A and many of Type B are comparatively new and house a proportionally large number of children. But any one familiar with city schools knows that there are many large buildings of Type D, and this table shows 44% of all buildings are of Type D and 21 per cent of Type E. It is reasonable to assume, therefore, that at least 60% of the school children of these cities are housed in buildings of Types C, D and E, and that 40% of them are in the fire-traps classified as Types D and E.

Some of the buildings of these three poorest types are of one-story and the fire hazard is small. In order to compute the highest possible per cent of buildings of these three types which are of one story only, the facts presented in Table X\* were used. It was arbitrarily assumed that the per cent of one-story buildings in these cities is the same as the per cent of buildings having less than eight rooms. There are no available data to demonstrate scientifically the truth of this assumption. The premise that there are more buildings of less than eight rooms having two stories than there are of buildings of eight or more rooms having only one story is conservative.

The assumption is made doubly conservative by supposing that not one of these buildings having less than eight rooms is of a type of construction as good as A or B. On this basis ten per cent of the rooms, and ten per cent of the pupils reported, are in one-story buildings. After 10% of children housed in one story buildings is deducted there remain 50% of all the children in these cities who are forced to use buildings of Types C, D and E having two or more stories. Likewise 30% of all children reported are housed in buildings of Types D and E of two or more stories, and these buildings are fire-traps.

## ADDITIONAL FIRE-PROTECTION FEATURES

Though a building is not fire-proof it can be provided with various equipment and construction devices which will afford partial protection against fire. In the buildings of Types C, D and E, in which there is always fire hazard the figures show that only 18%

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\*Table X, "Number of Rooms in School Buildings in Use," last column.

of them have fire-proof basement ceilings, and only 24%, one in four, have their heating apparatus in a fire-proof enclosure with fire doors.

#### **SIXTY-TWO PER CENT OF BUILDINGS HAVE NO FIRE ESCAPES—**

There are three kinds of fire escapes considered here for all types of buildings, but of these the smoke-proof, fire-proof steel tower is the only practical and safe exit. Of all these buildings 5% have smoke-proof tower exits, 31% have steel and 2% wooden fire escapes, and the remaining 62% of these buildings have no fire escapes whatever.

The buildings described as Types C, D and E, need particularly this kind of protection from fire but the figures in this table show that of these three types of building only 3% have smoke-proof tower exits, 34% have steel and 3% wooden fire escapes, and 60% have none! It is fair to assume that a certain number of these buildings are of one story and do not require fire escapes; but even allowing that all the buildings with less than eight rooms of Types C, D and E are each of one story, then 3,850 of the 5,833 buildings included in this group are of two stories or more and 1,000 of them are without fire escapes of any kind.

#### **AUTOMATIC SPRINKLER AND FIRE ALARM EQUIPMENT—**

Automatic sprinkler equipment throughout the entire building is provided in only 99 buildings, less than 1½%; 326 buildings, less than 5% of the total, have sprinklers in the basement; 112, or less than 2% of the buildings, have sprinklers in attics, and 62, less than 1%, in store rooms. These percentages are the same for buildings of Types C, D and E.

Only 920 of the buildings represented in this report are equipped with automatic fire alarms. Of the 5,833 buildings grouped under Types C, D and E, only 734, or 13%, have this equipment.

#### **THIRTY-SIX PER CENT OF SCHOOL BUILDINGS HAVE NO FIRE EXTINGUISHERS—**

Of all buildings reported 57% have standard fire extinguisher equipment. For the purpose of this study "standard" is defined as one extinguisher for each floor and one additional for each 4,000 square feet of floor space; it is further specified that there should be one extinguisher in each extra hazard room, such as shop or laboratory. Beside the 57% of buildings meeting this

TABLE XIII—NORMAL FIRE PROTECTION. 5 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS

NUMBER OF BUILDINGS OF EACH OF FOLLOWING TYPES:						Type of Construction Median Building	PER CENT. OF TOTAL HAVING EACH OF FOLLOWING FEATURES:						
A	B	C	D	E	Total		Fireproof Enclosure for Heating Apparatus	Smokeproof Tower Exits	Outside Steel Fire Escapes	Outside Wooden Fire Escapes	Automatic Sprinkler Equipment	Standard Fire Extinguishers	Automatic Fire Alarms
62	316	348	1,147	422	2,295	D	83	8	30	2	20	56	25
18	49	142	329	153	691	D	11	15	19	3	0	40	2
208	322	427	845	148	1,950	D	48	4	40	1	6	75	7
47	186	114	503	184	984	D	29	2	34	1	0	57	10
13	84	167	339	621	1,230	E	12	1	26	6	1	38	9
96	249	267	1,131	433	2,176	D	25	6	35	2	4	55	10
72	228	289	790	450	1,829	D	27	6	36	3	11	61	9
186	480	642	1,242	595	3,145	D	33	3	27	2	10	56	18
Eastern Cities.....													
Southern Cities.....													
Great Lakes Cities.....													
Great Plains Cities.....													
Western Cities.....													
Small Cities.....													
Middle Cities.....													
Large Cities.....													

standard there are 7% with equipment below standard and 36% or 3,073 buildings are not reported as having fire extinguishers.

The above conditions are worse in the buildings of Types C, D and E, where extinguishers are most needed. Only 55% of these buildings meet the standard; 7% are below standard and 38%, a total of 2,246 highly combustible buildings, have no extinguishers.

The distribution of buildings among these types and the per cent of all buildings having each of these provisions for reducing fire hazard is shown for the different geographical and size groups in Table XIII. In Table XIV all groups of cities are ranked on the basis of the per cent of all buildings which have each the seven desirable fire-proofing features. These seven ranks are added together and each group is ranked, in the last column, on the basis of these totals. It is not claimed that this method of ranking has resulted in a highly accurate measure of relative degree of fire-proofness. The table is included in this report on the assumption that a rating even by so rough a measure may be of interest.

TABLE XIV

RANK IN DEGREE OF FIREPROOFNESS OF SCHOOL BUILDINGS  
15 GEOGRAPHICAL AND SIZE GROUPS, 8 GEOGRAPHICAL GROUPS AND 3 SIZE GROUPS

Cities	RANK ON BASIS OF PER CENT. OF TOTAL BUILDINGS HAVING EACH OF FOLLOWING:							Totals of These Ranks	Final Rank
	Fire- proof Base- ment Ceilings	Fire- proof En- closure for Heating Appar- atus	Smoke- proof Tower Fire Exits	Outside Steel Fire Escapes	Auto- matic Sprinkler Equip- ment	Stan- dard Fire Extin- guishers	Auto- matic Fire Alarm		
Middle, Eastern.....	4½	7½	2	5	2	4	2	27	1
Middle, Great Lakes.....	2	3	6	3	6	1	7½	28½	2
Small, Great Lakes.....	9	7½	8½	1	3	3	5½	37½	3
Large, Eastern.....	4½	6	6	11	1	10	1	39½	4
Large, Great Lakes.....	1	1	14	7	4½	2	12	41½	5
Small, Eastern.....	2	10½	4	6	4½	6	9	46	6
Middle, Great Plains.....	3	5	12	2	13½	5	10	50½	7
Small, Great Plains.....	7	12	1	4	10½	9	7½	51	8
Large, Great Plains.....	8	2	6	12	13½	7	3½	52	9
Small, Western.....	12	13	10	9½	7	12	5½	69	10
Large, Western.....	11	4	15	9½	13½	14	3½	70½	11
Large, Southern.....	14	10½	3	15	13½	8	15	79	12
Middle, Western.....	13	9	12	13	8½	12	13	79½	13
Middle, Southern.....	15	15	8½	8	8½	15	14	84	14
Small, Southern.....	10	14	12	14	10½	13	11	84½	15
Great Lakes.....	1	1	4	1	2	1	4	14	1
Eastern.....	2	4	1	3	1	3	1	15	2
Great Plains.....	3	2	2	2	5	2	2	18	3
Western.....	4	3	5	4	3	5	3	27	4
Southern.....	5	5	3	5	4		5	31	5
Middle.....	2	2	2	1	1	1	3	12	1
Large.....	1	1	3	3	2	2	1	13	2
Small.....	3	3	1	2	3	3	2	17	3

## EXPENDITURE PER PUPIL ATTENDING

The reports submitted by the cities participating in this survey give that portion of school revenues granted for 1919-20 which is dependent upon a Board of Estimate or other department of the city government. The variation in this amount throughout the country is shown in Table XV. In order to compare these amounts this gross income for each city reporting has been divided by the total number of pupils in attendance in all parts of the schools system—evening schools, day schools and all special types as well. These quotients are the basis of the distribution shown in Table XV. The amounts for individual cities reporting these data are given in the "Expenditure" columns of Tables XVI-XXX.

### EXPENDITURE VARIES FROM \$16.50 TO \$132 PER PUPIL—

Expenditure per pupil ranges from about sixteen and a half dollars in two Southern cities up to more than \$130 in one of the small Eastern cities. The median amount for all cities reporting is \$56.89. The middle half of these cities expend, from the income from local taxation, between \$45 and \$71 per pupil in attendance.

The highest median is \$94.35 for the middle cities of the Western States. The distributions and medians for all groups are shown in Table XV.

### MEDIAN EXPENDITURE IN SOUTHERN CITIES \$30.40—

The pronounced tendency for this expenditure to vary with the geographical location of cities is shown in this table. Only one Southern city reports more than \$45 and only one Western city reports less than \$55 per pupil. These groups are the extremes. The coal bill in the South is small, and, as was shown in the first report of this Committee, teachers' salaries in the Southern cities were only about 60% of those for the corresponding group in the Western cities.

TABLE XV  
EXPENDITURE PER PUPIL IN ATTENDANCE

DISTRIBUTION OF AMOUNT COLLECTED BY LOCAL TAXATION PER PUPIL IN ATTENDANCE IN ALL SCHOOLS—KINDERGARTEN, ELEMENTARY, JUNIOR AND SENIOR HIGH, EVENING SCHOOLS, ETC.

Groups of Cities	\$15.00— \$24.99	\$25.00— \$34.99	\$35.00— \$44.99	\$45.00— \$54.99	\$55.00— \$64.99	\$65.00— \$74.99	\$75.00— \$84.99	\$85.00— \$94.99	\$95.00— \$104.99	\$105.00— \$114.99	\$115.00— \$124.99	\$125.00— \$134.99	Total	Median	Rank
Small, Eastern.....		3	5	14	6	3	1	4	1	1		1	39	\$51.80	11
Middle, Eastern.....	1	2	6	8	8	3	3	1	1				33	54.81	10
Large, Eastern.....			2	1	8	2	3	2	1				19	64.24	7
Small, Southern.....	2	4	1										7	30.03	14
Middle, Southern.....	1	1	1										3	27.74	15
Large, Southern.....			2										3	40.73	13
Small, Great Lakes.....		2	4	6	6		1						19	48.45	12
Middle, Great Lakes.....	1		1	1	4	1	1				1		9	56.88	9
Large, Great Lakes.....					4	1	1	1	1				5	80.77	4
Small, Great Plains.....			3		6	2	1						12	61.22	8
Middle, Great Plains.....				1			1			1			4	77.75	5
Large, Great Plains.....					1	1		2					9	81.21	3
Small, Western.....		1			2	3	1		2				9	69.49	6
Middle, Western.....					1	1		1	1				3	94.35	1
Large, Western.....					1	1		1		1			4	82.60	2
Eastern.....	1	5	13	23	22	8	7	7	2	2		1	91	55.33	4
Southern.....	3	6	4				1						13	30.40	5
Great Lakes.....	1	2	5	7	11	1	3	1	1		1		33	56.88	3
Great Plains.....			3	1	7	3	2	2		1			19	62.46	2
Western.....		1			3	5	1	2	3	1			16	72.17	1
Small.....	2	10	13	20	20	8	4	4	3	1		1	86	53.48	1
Middle.....	3	3	3	10	12	4	5	2	1	2	1		51	55.21	2
Large.....			4	1	11	5	5	6	2	1			35	67.02	3
All Cities.....	5	13	25	31	43	17	14	12	6	4	1	1	172	56.89	

### GREAT VARIATION IN TAX RATES FOR SCHOOL PURPOSES—

The maximum legal tax rate for school purposes varies as widely as does the expenditure per pupil. In the Southern group the median of the rates reported by forty cities is 7.2 mills, or \$7.20 per \$1000 of assessed valuation. The Eastern cities allow

25.6 mills, the highest median rate. The median for the other geographical groups are as follows: The Western cities, 12.9 mills; Great Plains cities, 15.4 mills; and Great Lakes cities, 15.5 mills. All of these rates are based on the assessed valuation of property. The median for the 242 cities reporting such rates in figures that are comparable is fifteen mills, or \$15 per thousand.

## SUMMARY OF REPORT

That the findings of this inquiry may be readily available there is here presented the outstanding facts of each section in summary form.

### ATTENDANCE—

1. The report is based on facts given by 429 cities of about 950 cities in the United States whose population exceeds 8000. The population of the cities reporting is 70% of the total population of this group.

2. A growth of 21% in the school population of these cities in six years has greatly increased the demands upon school plants. Nineteen per cent of all these children leave school before they are fourteen, and sixty-four per cent before they are sixteen years of age. If this growth in school population continues, or this heavy elimination can be checked in any considerable degree, the congestion in the school plants will become so acute as practically to block the carrying out of the educational program.

### SIZE OF CLASSES—

3. Lack of building accommodation is mainly responsible for large classes. Forty per cent of all elementary school classes have forty or more pupils each. Twenty per cent of all kindergarten classes have more than fifty pupils. Eleven per cent of all junior and senior high school classes exceed thirty-five pupils each. In such large classes the individual pupil cannot be given the care and personal instruction to which he is entitled.

### PLAYGROUNDS—

4. Very little playground space is provided for city school children. Half the children reported have less than a six-by-six foot plot each for their recreational and athletic activities. Only 19% of them have as much as the standard minimum of 100 square feet. The most favored child of the lowest fourth has only twelve square feet, less than is allotted to him in the classroom.

### BUILDINGS—

5. Half the children reported are housed in buildings, with



their additions, erected more than twenty-two years ago. One building of every four now in use was built before 1886. Most of the buildings housing half of these children are unsanitary, inadequately lighted, badly heated and ventilated, and do not have rooms that can be converted properly into the shops, laboratories and gymnasiums which are essential to the kind of education now demanded in progressive cities.

6. A large number of the school systems have too many small buildings either for economy of administration or effective grouping of the pupils. Half the elementary school buildings do not exceed ten rooms each and one-fourth of them have six rooms or fewer.

7. Very few school buildings are fireproof. Forty-four per cent of all buildings reported have brick or masonry walls, but the material of all floors, ceilings, partitions and stairways is combustible. Twenty-one per cent are wooden frame buildings. At least 30% of the children in these cities are housed in buildings of more than one story of these two types just described. Only 5% of the total number of buildings are of the types of construction usually called fireproof.

8. Although this large percentage of school buildings are non-fireproof, only a small number have fireproofing elements to lessen the fire hazard to the children. In only 18% of the two poorest types of buildings is the heating apparatus in a fireproof enclosure. At least 25% of the buildings of these two types are of two or more stories and do not have a fire-escape. Thirty-nine per cent of these two types are without fire extinguishers, and less than 10 per cent of them have automatic sprinkler equipment in any part of the buildings. Only 11% have automatic fire alarms. Such facts as these demonstrate the existence of a real menace to the children of these cities.

9. Thousands of children in these cities are housed in makeshift buildings unsuited to school use, or are on half time because of lack of space. 130,000 children are using portables. There are 43,000 in rented dwellings, stores and lofts. 55,000 are in annexes, 8,000 are in halls and corridors, and 3,000 in attics. 31,000 are in basements which are inadequately lighted and more than three feet below the ground level. 248,000 children in these cities are on half time. Seventy-five per cent of the cities report one or more of these types of congestion. Over six hundred new thirty-room buildings are required to correct this one phase of congestion in the schools of these cities.

## EXPENDITURE AND TAX RATES—

10. These cities vary widely in their tax rate for school purposes and in their annual expenditure per pupil attending school. The median tax rate allowed for school purposes is \$15.00 per thousand of the assessed valuation. Half of these cities allow a rate between nine and twenty-five dollars per thousand. The range for all cities reporting is from \$1.60 to \$60. The amount of income from local taxation for each pupil attending any kind of school in the city last year ranges from sixteen and a half dollars to one hundred thirty-two dollars. The median for all cities reporting is \$56.89. The middle half of these cities expend between \$45 and \$71 per pupil.

### THE TYPICAL ELEMENTARY SCHOOL BUILDING

This survey has shown a marked central tendency toward certain conditions in the school plants of these cities. In order to make as graphic as possible the findings of this study, a description is here given, based upon the facts reported, of the typical elementary school building.

This typical building was erected in 1897. It is constructed with brick walls and is two stories high. There are five rooms on each floor. Each of these rooms seats thirty-eight pupils. Other pupils who cannot be accommodated in the regular classrooms are using one of the dimly lighted basement rooms which is more than three feet below ground level and is poorly ventilated and damp. There is not adequate ventilation in any part of the building, and teachers complain of the listlessness of the pupils.

The walls, floors, ceilings and stairways are all of wood. The heating apparatus in the basement is not protected by fire doors or a fireproof ceiling. There is no fire-escape of any sort on the building, but there is a fire-extinguisher in the hall on each floor, and one in the furnace room. These are the only protective measures against fire.

There are more than four hundred children in the building. At intermission, if they are all on the playground, each child has thirty-four square feet of space. This means that the playground for the four hundred children is, if square, seven rods on each side. This allows one-third of an acre instead of the minimum standard of one whole acre for four hundred children. To provide the money to give these children such educational advantages the taxpayers of the city contribute in local taxes about \$23,000 a year, or \$2300 dollars a month for ten months.

The attendance at this building has increased more than 20% in the last six years. If attendance continues to increase, or if some of the 64% of children now leaving school before they are sixteen decide to remain, a portable building must be erected, or additional classroom space fitted up in the halls or in the attic.

The public has begun to realize that much money is wasted by the plan of conducting school in several small buildings. The alternative plan is to erect a modern building on a large site which will displace three or four of these small buildings, and safeguard the life and health of the school children.

## PART II.

### FACTS FOR INDIVIDUAL CITIES

In Tables XVI-XXX are given certain facts for each of the cities which participated in this survey. From these tables one may secure the relative standing of any two cities within a group or of any cities of all those reporting.

#### EXPLANATION OF TERMS USED

The first column of each table reports the date of erection of the building in which the median pupil of that city is housed. It should be read, "Half the pupils of this city are housed in buildings, with their additions, which were erected before or during 1910," or whatever date is given.

The second column reports the number of rooms in the median elementary school building of each city. It should be read, "Half the elementary buildings of this city have —— rooms or fewer." The other columns for which the word "median" occurs in the heading should be read in a similar manner.

Under "Congestion," "Pupils Housed in Unfit Buildings," unfit buildings should be understood to include any or all of the following: Portables, rented buildings, attics, halls and corridors, and basements which are inadequately lighted and more than three feet below ground level. The per cents in the column preceding are figured on total enrollment in all schools.

Under "Congestion," "Number of Pupils Half Time," only those pupils are reported who are on half time because of lack of building space; kindergarten pupils and those who are under a "platoon" system of instruction are not included.

In the next column "Average Annual Expenditure" applies only to that part of the total income of the school derived from local taxation and passed upon, before appropriation, by some city authority such as a Board of Estimate. "Per Pupil" in this column means any person in attendance upon any type of school maintained as a part of the city school system. Both these figures, and the resulting quotient reported, are for the school year 1919-20.

In the eight columns at the right of each table is shown a grouping of all the cities in that table into I's, II's and III's. Those cities ranked as I's in each column are those making up the best third of the group so far as that particular item is concerned. In all except the "Size of Classes" columns, the best third is the highest third; in "Size of Classes" the lowest third is ranked as the best third. Those in the middle third are reported as II's, and those in the worst third in each particular as III's.

These cities are not ranked on the basis of the type of construction of their median school buildings. So many of these buildings are of Type D that a grouping into thirds is impracticable.

TABLE XVI—90 SMALL EASTERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Number of Rooms	Type of Building	Number of Sq. Ft. Play-ground	Per Cent of Increase 6 Years		Number of Pupils Median Class		CONGESTION			Average Annual Expenditure per Pupil	RANK						
					Elem.	Sr. H. S.	Elem.	Sr. H. S.	Per Cent	Pupils Housed in Unfit Buildings	Number of Pupils Half Time		Date of Erection	Number of Rooms	Play-ground Space	Per Cent Increase		Size of Classes	Sr. H. S.
																Elem.	Sr.		
Ambridge, Pa.	1910	8	D	24	16	13	36	42	6	150	38	\$63.09	I	II	III	I	II	III	
Ansonia, Conn.		10	D	86	-4	32	37	22	3	-105	1,135	92.91		I	II	I	II	III	
Arlington, Mass.		12	C	11	5	77	31	24	3	100		34.03		II	III	I	II	III	
Asbury Park, N. J.	1902	8	E		19	33	42	37	4	124		48.09		III	II	I	II	III	
Attleboro, Mass.		4	C	65	-2	66	32	32			72	43.99		III	II	I	II	III	
Auburn, Me.		1					39	37											
Bangor, Me.							42							II	II			III	
Barre, Vt.		7	D	83			34	25	4	80		41.47		III	I	II	III	II	
Bath, Me.		15	A		-13	120	35	29						I	II	I	II	I	
Bellevue, N. J.	1909	14	D	86	31	13	39	31	5	90		86.15		III	I	II	III	I	
Belmont, Mass.	1905	8	D	244			39	22				66.79		III	I	II	III	I	
Bennington, Vt.	1885	4	D	56	-45	-52	35	31			1,256	111.76		III	I	II	III	I	
Beverly, Mass.	1903	10	B	71			31	30			320			III	I	II	III	I	
Bloomfield, N. J.	1904	14	D	147	0	24	41	42						II	II	III	II	III	
Bloomfield, N. J.	1891	8	B	10			42		13	340	120	46.38		III	I	II	III	II	
Bradford, Pa.	1902	6	B	178			33	27			165	37.53		II	II	III	II	III	
Braintree, Mass.	1902	8	B	96	-2	17	44	29	5	87				II	II	II	II	II	
Bridgeton, N. J.	1884	9	D	10			37	22	7	243	33			II	II	III	II	II	
Burlington, Vt.	1899	8	D	107	-24	32	40	26	2	40				II	I	III	II	II	
Carbondale, Pa.		8	E				42	22											
Carlisle, Pa.	1895	4	E	134			39	47											
Clearfield, Pa.		5	D				42												
Clinton, Mass.	1895	9	D	103	-15	17	36	22				49.85		II	II	III	II	II	
Coatesville, Pa.	1911	4	C	10	0	10	33	30						II	III	I	II	II	
Columbia, Pa.	1886	12	C	500+			38	27						III	II	III	II	II	
Columbia, Pa.		6	D											III	I	III	II	II	
Concord, N. H.	1876	3	D	112	-11	46	36		1	26				III	I	III	II	II	
Concord, N. H.		8	D	85					2	26				III	I	III	II	II	
Cornwall, N. H.	1876	8	D	84			43	38						III	I	III	II	II	
Dover, N. J.	1898	10	D	10	5	8	47	34	2	65	90			III	I	III	II	II	
Du Bois, Pa.		9	D	60	15	34	31	22						III	I	III	II	II	
Dunkirk, N. Y.	1877	9	D	39	11	39	36	60+	7	170				III	I	III	II	II	
Enfield, Conn.	1889	2	D									51.80		III	I	III	II	II	

TABLE XVI—Continued  
30 SMALL EASTERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Number of Rooms	Type of Median Building	Number of Sq. Ft. Playground Median Child	Per Cent of Increase 6 Years		Number of Pupils Median Class		CONGESTION			Average Annual Expenditure per Pupil	RANK							
					Sr. H. S.		Elem. H. S.		Pupils Housed in Unfit Buildings		Number Pupils Half Time		Per Cent Increase	Playground Space	Number of Rooms	Date of Erection	Per Cent Increase		Size of Classes	Expenditure per Pupil
					Elem.	Sr. H. S.	Elem.	Sr. H. S.	Per Cent	Total							Elem. H. S.	Sr. H. S.		
Englewood, N. J.	1911	12	C	50	27	8	32	37	2	35		59.58	I	I	II	III		III	II	
Franklin, Pa.	1906	6	D	110	2	6	35	27			240	46.23	I	II	III	II		II	II	
Fulton, N. Y.	1894	8	D	10	3	5	41	21				\$41.05	I	III	III	III		III	III	
Gardner, Mass.	1897	5	D	91	28		37	29			864	47.72	I	II	III	I		I	I	
Garfield, N. J.	1902	12	C	27	3	27	33	24	1	30			II	II	III	II		II	I	
Glen Falls, N. Y.	1880	9	C	36	17		33	36	3	148	223	73.54	II	II	III	II		II	I	
Gloucester, Mass.	1880	6	E	27			36				70		II	II	III	II		III	II	
Gloversville, N. Y.	1899	8	E	10	18	28	37					34.38	II	II	III	II		III	II	
Granville, N. Y.	1897	6	E		32	36	32			40		34.38	II	II	III	II		III	II	
Greenfield, Mass.	1899	4	E	106	9	9	30	60	13	565		74.94	II	II	III	I		III	I	
Greenwich, Conn.	1886	1	E		43	5	42		14	275		82.55	II	II	III	I		III	I	
Herkimer, N. Y.		24	C		5	85	43	27	2	56			II	I	II	III		III	II	
Hornell, N. Y.	1886	11	D	109	21	36	32	27	1	35			III	I	II	I		III	I	
Hornell, N. Y.	1905	6	D	56	30	9	40	19				54.98	III	I	II	III		II	II	
Laconia, N. H.	1888	4	D	141	0	0	37						III	II	III	I		I	I	
Langford, Pa.	1903	8	D	50	10	194	34	24					III	II	III	II		II	II	
Lebanon, Pa.	1894	6	D	56	4	42	40	21	0	20			II	II	III	II		I	I	
Lewisport, Pa.		5	D											III	II	III		I	I	
Little Falls, N. Y.	1888	11	C	41	32	6	36	19					III	II	III	II		I	I	
Marlborough, Mass.	1886	10	D	21	21	5	33	29				60.84	III	I	II	III		I	I	
Methuen, Mass.	1910	4	E		28	3	35	36	9	291	329	45.41	III	II	III	II		III	III	
Middletown, Conn.	1878	6	D	24	7	3	35	22	6	150	100	88.32	III	II	III	I		I	I	
Millville, N. J.	1905	13	D	86	3	51	41	19			447	46.96	I	I	II	III		I	I	
Monessen, Pa.		13	B				42	36	4	165				I	I	II		III	III	
Montclair, N. J.	1909	13	B	234	4	4	36	42				98.01	I	I	II	III		III	III	
Montclair, N. Y.		4	D				30							III	II	III		II	I	
Newburyport, Mass.		17	C				35					85.52	III	II	III	II		I	I	
New London, Conn.	1893	6	D	21			36	26	3	55			III	II	III	II		II	II	
Norwich, N. Y.	1885	6	D	267			36	30				50.98	III	II	III	II		I	I	
Orleansburg, N. Y.	1885	7	D	20			36	24					III	II	III	II		I	I	
Olean, N. Y.	1894	6	D	152	12	8	36	32					II	II	III	II		II	III	
Oneida, N. Y.		9	D				36							II	II	III		II	III	

TABLE XVI—Concluded  
90 SMALL EASTERN CITIES

FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Number of Rooms Elementary Building	Type Median Building	Number Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years			Number Pupils Median Class			CONGESTION			Average Annual Expenditure per Pupil	RANK								
					Elem. H. S. Sr.			Elem. H. S. Sr.			Per Cent		Pupils Housed in Unfit Buildings		Num-ber Pupils in Half Time	Elem. H. S. Sr.			Per Cent Increase	Size of Classes		Expenditure per Pupil	
Oneonta, N. Y.	1903	7	D	10—	15	21	34	26					49.24	I	II	III	I	II	III				
Phoenixville, Pa.	1907	14	D	24	0	—	36	22							I	II	III	I	II	III			
Plainfield, N. J.	1907	9	C	47	39	16	33	22				400	48.99	I	II	III	I	II	III				
Port Chester, N. Y.	1893	14	D	500+	5	54	30	21	14	280		926	29.79	III	I	I	I	I	I	III			
Rahway, N. J.	1908	9	D				34	60+							I	III	III	III	III	III			
Reckton, Me.	1908	8	B	114	—6	—2	32	36	10	190					II	III	III	III	III	III			
Rutherford, N. J.	1895	9	D	28	—10	—6	33	26					\$45.84	I	II	III	I	I	I	III			
Saratoga Springs, N. Y.	1904	6	D		7	26	40	27	2	95					I	II	III	II	II	III			
Sayre, Pa.	1904	13	D		82	63	46	28	34	2		410		I	II	III	I	II	III	III			
Sharon, Pa.	1904	8	D	17	—21	—30	30	34	21					III	I	II	III	III	III	III			
Titusville, Pa.	1890	9	D	116	—2	25	41	21	2	84				III	I	—III	III	III	I	III			
Tonawanda, N. Y.		2	D	121	—2	18	45	33						I	III	II	III	III	III	III			
Tyrone, Pa.		12	D	10—	2	18	40	27						I	II	II	III	III	I	III			
Union, Pa.		9	A	41	15	32	35	23	5	180		768	55.03	III	III	I	I	II	I	II			
Uniontown, Pa.	1893	4	D	111	23	88	24	24						III	II	I	I	II	I	II			
Wakefield, Mass.		8	D	56			42	22							III	II	I	II	I	III			
Warren, Pa.		10	D		48	4	35	22							III	I	III	III	I	III			
Waynesboro, Pa.		4	D	55			37	37				50	44.83		II	I	I	II	I	III			
Webster, Mass.	1896	3	D	825			35	23	15	332		574	51.82		II	I	I	II	I	III			
Webster, Me.	1878	8	E	48	18	13	37	37				574	58.16		II	I	I	II	I	III			
West Nyack, N. Y.	1913	19	B				39	40	3	140		1,296	56.59		II	I	I	II	I	III			
West North, York, N. J.	1903	4	E	380	8	13	39	24						I	II	III	III	I	I	II			
West Nyack, N. Y.	1903	8	D	33	18	48	31	31						I	II	I	I	I	I	I			
White Plains, N. Y.	1903	14	C	10	24	54	31	31						I	II	I	I	I	I	I			
Williamstown, Pa.		4	E	124	—	18	37	37						III	III	I	III	III	II	II			
Woburn, Mass.	1875																						

TABLE XVII

## 46 MIDDLE CITIES, EASTERN

## FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Measure Child	Num-ber of Rooms Ele-ments Build- ing	Type of Building	Num-ber Sq. Ft. Play-ground Meas-ure Child	Per Cent of Increase 6 Years		Number Pupils Median Class		CONGESTION			Average Annual Expenditure per Pupil	RANK						
					Per Cent of Increase 6 Years		Number Pupils Median Class		Pupils Housed in Unfit Buildings		Num-ber Pupils Half Time		Date of Erec- tion	Num-ber of Rooms	Play-ground Space	Per Cent Increase		Size of Classes	Expenditure per Pupil
					Elem.	H. S.	Elem.	H. S.	Sr.	H. S.						Elem.	H. S.		
Allentown, Pa.	1895	12	D	14	20	60	45	34	11	1,311	1,250		II	II		I	I	III	III
Altoona, Pa.	1895	13	D		16	30	35	21	2	217			II	I	III	II	III	I	III
Auburn, N. Y.	1912	11	D	24			32	21			18	\$40.14		I	I	II	I	II	I
Bayonne, N. J.	1801	30	B	47	29	90	33	25	0	94			I	I	III	I	III	III	III
Birmingham, N. Y.	1901	18	B				42	42											
Brookline, Mass.	1912	4	D	266	66	27	32	24	0	50	240	94.35	I	I	III	II	II	I	III
Brookline, Mass.	1905	10	C	17	19	46	43	24			360	39.56	I	III	II	II	II	I	III
Chelsea, Mass.	1892	8	D	44	37	65	44	22	1	105	958		III	III	I	I	I	I	I
Easton, Pa.		9	D	10	19	44	47	33			58	45.15		I	I	I	I	I	I
East Orange, N. J.	1905	17	D	50	8	81	41	32	5	752	3,802	25.71	I	I	I	I	I	III	III
Elizabeth, N. J.	1891	12	D	136	38	35	50	42			541	61.96	I	III	II	II	II	II	I
Elmira, N. Y.	1896	14	D	77	9	0	35	24	4	358			II	I	I	I	I	I	I
Everett, Mass.	1906	8	D	40	10	15	33	24					II	II	II	II	II	II	I
Harrisburg, Pa.	1906	8	D	39	9	31	30	21	2	135	180	107.50	I	III	III	II	II	I	I
Hazleton, Pa.	1911	8	D	10			33	21	0	18		66.92		III	III	III	III	III	I
Hoboken, N. J.	1894	29	D	65	7	16	30	20	1	258			III	I	I	I	I	I	I
Holyoke, Mass.		8	D	61	8	84	41	24	3	263			III	II	II	II	II	II	I
Jamestown, N. Y.	1900	10	D	37	10	95	37	27	0	1,050	900	50.28		II	II	II	II	II	II
Johnstown, Pa.	1899	6			18	16	31	27						II	I	II	II	II	II
Lawrence, Mass.	1892	1	D		13	101	31	37						II	I	II	II	II	II
Lawton, Me.	1896	8	D	86	16	28	36	26	2	172	404	51.16		I	I	I	I	I	I
Manchester, N. H.	1898	8	D	59	2	7	37	33	8	480	300	54.88		I	I	II	II	II	II
Norridgen, Conn.	1888	8	D	20	23	50	37	27						III	III	III	III	III	III
New Britain, Conn.	1905	8	D	18	40	14	37	33	7	375	1,471	62.82		I	I	I	I	I	I
New Brunswick, N. J.	1874	16	B	10	12	19	36	32					III	III	III	III	III	III	III
Newburgh, N. Y.	1895	14	D		23	55	39	32					I	I	I	I	I	I	I
New Castle, Pa.	1894	6	D		8	23	34	24	3	180			III	III	III	III	III	III	III
Newport, R. I.	1898	8	D	67	7		30	44	1	116	135	83.13		I	I	I	I	I	I
Newton, Mass.	1896	6	E	82			30	44				58.28		III	III	III	III	III	III
Norwich, Conn.	1880	4	E				30	44						III	I	III	III	III	III



TABLE XVII—Concluded  
45 MIDDLE CITIES, EASTERN  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Number of Rooms Elementary Building	Type Median Building	Number Sq. Ft. Playground Median Child	Per Cent of Increase 6 Years		Number Pupils Median Class		CONGESTION			Average Annual Expenditure per Pupil	RANK							
					Sr. H. S.		Sr. H. S.		Pupils Housed in Unit Buildings	Per Cent Total	Number Pupils Half Time		Date of Erection	Number of Rooms	Play-ground Space	Per Cent Increase		Size of Classes	Sr. H. S.	Expenditure per Pupil
					Elem.	H. S.	Elem.	H. S.								Elem.	H. S.			
Orange, N. J.	1894	18	C	26	18	23	35	37	4	526	800	55.83	III	I	III	I	III	II		
Passaic, N. J.	1902	22	D	35	—	—	35	22	2	162	1,960	64.81	I	I	—	—	—	II		
Perth Amboy, N. J.	1899	14	C	76	—	—	40	32	—	—	268	29.84	II	III	—	—	—	III		
Pittsfield, Mass.		8	D	—	—	—	36	39	5	585	108	51.84	—	III	I	—	—	II		
Portland, Me.		6	C	33	—	59	28	19	—	—	509	44.04	—	II	—	—	—	II		
Poughkeepsie, N. Y.		10	B	31	17	34	39	26	1	221	3,528	55.21	—	II	—	—	—	III		
Schenectady, N. Y.		15	D	29	16	74	34	29	—	—	200	30.8	III	II	—	—	—	III		
Somerville, Mass.	1894	11	D	—	—	22	19	37	41	2	165	—	—	II	—	—	—	II		
Stamford, Conn.		11	D	29	—	—	38	28	—	—	—	69.78	—	II	—	—	—	I		
Troy, N. Y.	1901	12	D	10	14	30	28	23	0	25	1,650	81.34	—	II	—	—	—	II		
Waterbury, Conn.	1907	12	C	45	24	94	33	30	2	96	—	49.44	I	I	—	—	—	III		
Watertown, N. Y.	1902	13	B	42	15	31	29	22	2	—	106	45.51	II	III	—	—	—	II		
Woonsocket, R. I.	1898	6	D	42	12	32	35	—	—	—	—	58.09	—	III	—	—	—	II		
York, Pa.		8	D	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—		

TABLE XVIII  
23 LARGE EASTERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Num-ber of Rooms	Type of Building	Num-ber of Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years		Number of Pupils Median Class			CONGESTION			Average Annual Expenditure per Pupil	RANK					
														I. Best Third.		II. Middle Third.		III. Worst Third.	
														Date of Erection		Num-ber of Rooms		Play-ground Space	
														Elem.	H. S.	Elem.	H. S.	Elem.	H. S.
					Elem.	H. S.	Elem.	H. S.	Elem.	Per Cent	Total	Pupils Housed in Unit Buildings	Num-ber Pupils Half Time						
Albany, N. Y.	1892	12	D	18	5	8	33	30	0	70	75	75	\$67.82	III	III	II	II	II	II
Bridgeport, Conn.	1911	12	C	18	28	132	42	42	7	2,028	2,504	8,050	55.07	I	I	II	II	I	III
Boston, Mass.	1898	17	D	11	3	7	82	60	6	9	7,596	2,448	55.21	II	II	III	III	III	III
Buffalo, N. Y.	1894	12	D	11	8	74	29	19	3	3	550	64.94	64.94	I	I	I	I	I	I
Camden, N. J.	1910	8	D	7	9	61	32	32	4	4	640	2,503	76.60	I	II	II	II	II	II
Canandaigua, N. Y.	1893	7	D	69	5	47	38	25	4	912	7,021	59.28	61.68	I	II	I	I	I	I
Fall River, Mass.	1901	22	B	10	4	29	40	22	5	2	730	1,487	43.01	I	II	II	II	II	II
Jersey City, N. J.	1901	4	E	59	2	2	41	46	2	5	1,904	67.02	67.02	I	II	II	II	II	II
Lowell, Mass.	1901	25	C	22	8	44	40	28	6	1	1,140	56.23	56.23	I	II	II	II	II	II
New Bedford, Mass.	1901	10	C	57	13	4	42	52	6	1	2,102	256,814	64.24	I	II	II	II	II	II
New Haven, Conn.	1899	30	D	10	2	33	41	31	1	11,966	2,410	52.08	52.08	I	II	II	II	II	II
New York City, N. Y.	1893	15	D	10	27	8	37	28	1	1,320	2,410	92.92	92.92	I	II	II	II	II	II
Paterson, N. J.	1893	15	D	33	6	64	42	46	5	2	2,102	57.26	57.26	I	II	II	II	II	II
Pittsburgh, Pa.	1893	6	D	30	4	44	40	46	5	2	2,102	57.26	57.26	I	II	II	II	II	II
Providence, R. I.	1893	8	C	28	20	52	30	30	2	2	1,500	77.62	77.62	I	II	II	II	II	II
Reading, Pa.	1896	18	D	17	27	36	30	29	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Rochester, N. Y.	1899	9	D	23	8	25	40	29	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Saratoga, Pa.	1899	10	D	33	18	8	34	30	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Springfield, Mass.	1899	12	D	45	15	17	38	38	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Trenton, N. J.	1898	8	D	45	15	17	38	38	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Worcester, Mass.	1898	24	D	45	15	17	38	38	2	2	1,500	83.55	83.55	I	II	II	II	II	II
Yonkers, N. Y.	1898	24	D	45	15	17	38	38	2	2	1,500	83.55	83.55	I	II	II	II	II	II

TABLE XIX-34 SMALL SOUTHERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Measure Median Child	Number of Rooms Elementary Building	Type of Building	Number of Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years			Number of Pupils Median Class			CONGESTION				Average Annual Expenditure per Pupil	RANK					
					Elem.		H. S.	Elem.		H. S.	Pupils Housed in Unfit Buildings	Number of Pupils per Half Time	Date of Erection	Number of Rooms		Play-ground Space	Per Cent Increase		Size of Classes		Expenditure per Pupil
					Elem.	H. S.	Elem.	H. S.	Elem.	H. S.							Elem.	H. S.			
																			Per Cent	Total	
Albany, Ga.		10	D	325	70	157	35	85							II	I	I	III			
Alexandria, La.		18	D	125			42	26							III	I	II	II			
Athens, Ga.	1905	6	D		15	45	37	22	6	210					II	II	I	III			
Bessemer, Ala.	1904	11	D		80	270	44	33							I	II	I	II			
Bluefield, W. Va.	1913	7	D	44	32	82	33	20							III	I	II	III			
Bogalusa, La.		5	E				35	26							III	I	III	II			
Brunswick, Ga.		13			55	23	41	25							II	III	II	III			
Clarksburg, W. Va.	1910	12	D	10	-16	42	36	25	1	44					I	III	I	III			
Columbus, Miss.	1904	1	D	209	205		19	42	42	1,000		\$30.40			II	III	II	II	II		
Denison, Tex.	1912	4	C	205	-21	166	37	32	5	160					I	III	I	III			
Fairmont, W. Va.		9	D	41			37	27							III	III	I	III			
Frankfort, Ky.	1899	4	D	21			37	37	21	557					III	III	II	II	II		
Frederick, Md.		4	D				37	37	2	140	74				III	III	II	II	II		
Frankfort, Ky.	1897	8	D	51	18	38	35	24	3	60		30.03			II	II	III	III			
Ft. Smith, Ark.		7	D	229	12	8	32	19							III	III	III	III			
Greenville, Miss.	1901	9	D	65	-1	7	38	19							I	II	I	I			
Henderson, Ky.		10	D				27	27							II	I	I	I			
Hickman, Tenn.		10					27	27							II	I	I	I			
Kinston, N. C.	1898	14	D				34	32	8	180	350				III				I		
Meridian, Miss.		18			-11	85	36	27	1	18		35.16			II	II	III	III			
Morgantown, W. Va.		6	D		127	164	28	23	5	81					II	II	II	II			
Orlando, Fla.	1910	11	D	35			23	23	6	81					I	I	I	I	III		
Owensboro, Ky.	1898	3	D	114	9	22	41	22	2	62	49				III	III	III	III			
Paducah, Ky.	1889	8	D	94	0	44	43	19		95	820				II	II	II	II	III		
Parkersburg, W. Va.	1900	5	D		37	36	33	28	2	45	125	19.45			III	III	III	III			
Parkersburg, W. Va.	1899	5	C	49	-10	55	35	28	7	355					III	III	III	III			
Rock Hill, S. C.	1911	8	D	14	49	84	42	40		70					III	III	III	III	II		
Rome, Ga.	1909	4	E	87	5	136	40	52		280	29.61				I	II	II	II			
Selma, Ala.	1907	7	D	36	29	87	35	25		100					II	I	I	I			
Sherman, Tex.		16	B	301											I	II	II	II	I		
Spartanburg, S. C.	1912	11	C	69	79	50	52	48							I	I	I	III	I		
St. Louis, Mo.	1915	8	B	68			26	25	20	356		32.23			I	II	III	III			
Suffolk, Va.	1908	8	D	56	-3	25	53	37	26	280					II	II	III	III			
Waycross, Ga.	1910	14	D	475			48	19	52	562		16.91			I	I	I	I	III		
West Palm Beach, Fla.		2	E	500+			41	19							I	I	I	I			
Winchester, Va.	1910																				

TABLE XX-12 MIDDLE CITIES, SOUTHERN  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Number of Rooms	Type of Building	Number of Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years	Number of Pupils Median Class			CONGESTION			Average Annual Expenditure per Pupil	RANK								
						Per Cent of Increase 6 Years			Number of Pupils Median Class				CONGESTION			I. Best Third. II. Middle Third. III. Worst Third					
						Elem. H. S.			Elem. H. S.				CONGESTION			I. Best Third. II. Middle Third. III. Worst Third					
						Elem. H. S.			Elem. H. S.				CONGESTION			I. Best Third. II. Middle Third. III. Worst Third					
						Elem. H. S.			Elem. H. S.				CONGESTION			I. Best Third. II. Middle Third. III. Worst Third					
Columbus, Ga.	1878	10	D	46	6	45	29	47	21	100	5	350	100	168	I	III	III	I	III	I	
Covington, Ky.	1907	8	D	15	41	29	39	26	26	328	2	121	328	121	I	III	I	II	II	III	
Lexington, Ky.	1903	8	D	46	26	112	47	32	30	900	8	642	900	616	59	I	III	I	III	III	
Mobile, Ala.	1908	8	D	46	26	112	47	32	30	900	8	642	900	616	59	I	III	I	III	III	
Montgomery, Ala.	1899	13	D	19	19	6	31	39	39	910	6	442	910	442	27.74	II	III	I	III	II	
Newport, Ky.	1902	15	D	44	31	56	31	24	24	910	10	1,600	910	27.74	II	III	I	III	II	II	
Poanoke, Ga.	1902	15	D	18	33	14	49	23	23	3,770	0	50	3,770	600	27.74	II	III	I	III	II	
Roanoke, Va.	1914	10	C	10	19	95	42	27	27	3,770	0	50	3,770	600	27.74	II	III	I	III	II	
Savannah, Ga.	1881	14	C	36	7	89	42	42	22	300	4	300	250	44.04	III	III	I	III	I	I	
Shreveport, La.																					
Wheeling, W. Va.																					
Wichita Falls, Tex.		8	D	73																	
Winston-Salem, N. C.																					

TABLE XXI-6 LARGE SOUTHERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Number of Rooms	Type of Building	Number of Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years			Number of Pupils Median Class			CONGESTION				Average Annual Expenditure per Pupil	RANK							
					Elem. H. S. S.			Elem. H. S. S.			Pupils Housed in Unfit Buildings		Pupils in Unfit Buildings			Number of Pupils Half Time		I. Best Third. II. Middle Third. III. Worst Third					
Atlanta, Ga.	1899	10	D	384	21	81	42	42	51	7	2,050	1,500	\$40.11	III	I	III	III	III	III	III			
Birmingham, Ala.	1897	13	D	37	0	37	27	35	20	3	1,500	600	40.73	II	III	III	III	III	III	III			
Louisville, Ky.	1897	13	C	39	2	66	30	30	30	3	789	4,839	78.01	III	II	II	I	I	I	I			
New Orleans, La.	1910	13	D		27	50	38	38	23	4	3,300			I	II	II	I	I	I	I			
Richmond, Va.		8												III	II	II	I	I	I	I			
Washington, D. C.																							

TABLE XXII

## 66 SMALL CITIES, GREAT LAKES

## FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Type of Building	Number of Rooms	Number of Sq. Ft. Play-ground	Per Cent of Increase 6 Years	Number of Pupils			CONGESTION			Average Annual Expenditure per Pupil	RANK											
						Median Class	H. S.	Sr.	Per Cent	Total	Number of Pupils in Unfit Buildings		Number of Pupils Half Time	Date of Erection	Number of Rooms	Play-ground Space	Per Cent Increase		Size of Classes	Expenditure per Pupil				
																	Elem.	H. S.			Sr.			
																						Elem.	H. S.	Sr.
Adrian, Mich.	1863	D	4	19	8	26	35	27	23	6	145		III	III	II	II	II	II						
Albion, Mich.	1902	D	7	63	32	50	87	32	27	6	285	\$48.45	II	III	I	II	II	II						
Alliance, O.		B	12	31	19	15	85	22	22			64.17		III	I	II	II	II						
Alpena, Mich.	1898	D	4	96	56	54	37	26	26		110	32.95	II	III	I	II	II	II						
Ann Arbor, Mich.		D	9	42	24	24	23	26	24					II	III	I	II	II						
Appleton, Wis.	1902	D	12	146	16	68	30	20	1	1	30		II	III	I	II	II	II						
Athens, O.		C	9	40	13	6	46	30	19					II	III	I	II	II						
Belle Center, O.	1890	B	8	275	16	178	40	23	20	3	125	57.95	III	II	I	II	I	III						
Belleville, Ill.	1898	D	8	186	24	42	40	30	23		35	43.07	II	III	I	II	II	II						
Beloit, Wis.	1901	D	10	228	24	42	40	30	26					II	III	I	II	II						
Benton Harbor, Mich.		D	6	57	17	22	34	19	23					II	III	I	II	II						
Blue Island, Ill.		A	8	70	12	16	38	22	23	2	40	36.52	II	III	I	II	II	III						
Cadillac, Mich.		D	4	160	22	60	40	23	23	1	40			II	III	I	II	II						
Carro, Ill.	1901	D	8	88	21	64	34	26	26					I	III	I	II	II						
Cambridge, O.		D	8	88	4	64	34	26	26					I	III	I	II	II						
Canton, O.		D	4	140	35	33	42	20	5	5	171		I	III	I	II	II	I						
Champaign, Ill.	1907	D	9	69	13	36	42	22	29			58.69	I	III	I	II	II	I						
Chicago Heights, Ill.	1906	D	8	315	18	36	42	22	29	29	856			II	III	I	II	II						
Chillicothe, O.	1905	B	14	169	—	54	36	28	23	29	1,666			II	III	I	II	II						
Cleveland Heights, O.	1914	B	9	85	—	54	36	28	23	29	120			II	III	I	II	II						
Comeau, O.	1899	B	6	159	—	54	36	28	23	29	120			II	III	I	II	II						
Coshocton, O.	1914	B	9	85	—	54	36	28	23	29	120			II	III	I	II	II						
Crawfordsville, Ind.	1903	B	2	221	7	29	38	19	1	1	100			II	III	I	II	II						
East Cleveland, O.	1907	B	8	128	113	111	82	25	25	1	37	450	I	III	I	II	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27	27					I	III	I	II	II						
East Palestine, O.	1913	A	23	58			82	27																

TABLE XXII—Continued—66 SMALL CITIES, GREAT LAKES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Num-ber Rooms Ele-men-tary Build-ing	Type Me-dian Build-ing	Num-ber Sq. Ft. Play-ground Me-dian Child	Per Cent of Increase 6 Years		Number Pupils Median Class		CONGESTION				Average Annual Expend-iture per Pupil	RANK						
					Per Cent of Increase 6 Years		Number Pupils Median Class		Pupils Housed in Unfit Buildings		Num-ber Pupils Half Time	Date of Erec-tion		Num-ber of Rooms	Play-ground Space	Per Cent Increase		Size of Classes		Expend-iture per Pupil
					Elem.	Sr. H. S.	Elem.	Sr. H. S.	Per Cent	Total						Elem.	Sr. H. S.	Elem.	Sr. H. S.	
Fremont, O.	1878	14	D	18	23	12	37	37	0	15		59.29	III	I	III	I	II	II	I	
Galesburg, Ill.	1906	8	D	39	54	125	87	87	3	140	580		I	I	III	I	II	II		
Granite City, Ill.	1897	9	D	39	24	19	43	43	12	380			III	I	III	I	II	II		
Huntington, Ind.	1888	6	D	39	32	23	32	23	18	138			III	II	III	II	III	III		
Ironton, O.	1898	9	D	10	17	16	40	25	6	520	175		I	II	III	II	III	III		
Ironwood, Mich.	1912	5	D	10	17	16	38	38	8	140	175		I	II	III	II	III	III		
Kankakee, Ill.		8	D	192	16	17	39	39	1	175		46.57	II	II	I	II	II	II	II	
Kewanee, Ill.	1903	16	D	232	8	46	41	41	3	85			II	II	I	II	II	II		
Lancaster, O.	1899	6	C	232	19	19	37	37		41			II	II	I	II	II	II		
La Salle, Ill.	1898	4	C	223	31	72	39	22	4	142	65		III	I	I	I	II	II	III	
Legansport, Ind.		7	C	223	31	53	19	22	4	142	65		III	I	I	I	II	II	III	
Ludington, Mich.	1891	9	D	111	10	29	39	19	15	71		34.46	III	I	II	II	II	II		
Manistee, Mich.	1884	8	D	53	8	7	30	23	0	12			III	II	III	II	I	I		
Marquette, Mich.	1894	4	D	58	11	11	27	20					III	II	III	II	I	I		
Marquette, Wis.		5	D	500+			28	19	9	116			III	II	I	II	II	I	II	
Mansfield, O.		8	D	500+	3	8	44	20	1	30		52.79	I	II	I	II	II	II		
Michigan City, Ind.	1907	8	D	500+	31	49	40	21	12	500	50		III	II	II	II	II	II	III	
Middletown, O.		8	D	208	5	6	35	23	3			42.98	III	II	II	II	II	II	III	
Mt. Clemens, Mich.	1887	9	D	72	9	11	32	60+				45.65	III	II	II	II	II	II	II	
Mt. Vernon, O.	1888	8	D	89	9	30	35	28					II	II	II	II	II	II	II	
Newark, O.	1899	8	C	158	9	30	35	28					II	II	II	II	II	II	II	
New Philadelphia, O.		8	C	158	9	30	35	28					II	II	II	II	II	II	II	
Normal, Ill.					8	20	37	28					I	II	I	II	II	II	III	
Ottawa, Ill.	1910	9	C	500+	2	2	37	28					I	II	I	II	II	II	III	
Owosso, Mich.	1903	8	C	76	9	26	37	24	8	185	70		II	II	I	II	II	II	III	
Port Huron, Mich.		4	D	76	146	11	36	20	10	400			II	II	I	II	II	II	III	
River Rouge, Mich.	1903	9	D	328	123	23	41	24			594		II	II	I	II	II	II	I	
Sault Ste. Marie, Mich.	1903	8	D	122	123	27	36	22			221		II	II	I	II	II	II		
Sault Ste. Marie, Mich.	*1901	*8	*D	*79	*16	*27	*36	*22	4	100		63.54	*II	*II	*II	*II	*II	*II		
Steratorville, Ill.	1879	10	D	20	84	36	84	23					III	II	III	I	I	I		
Taylorville, Ill.	1879	10	D	20	84	36	84	23					III	II	III	I	I	I		
Wabash, Ind.	1887	8	B	35	54	28	28	19	6	392		57.21	I	I	II	II	II	II	II	
Warren, O.	1911	12	B	364	54	28	28	19		30			I	I	II	II	II	II	II	
Waukegan, Ill.	1907	10	D	113	39	59	41	41		30			I	I	II	II	II	II	II	

\* Elementary schools only.

TABLE XXIII—35 MIDDLE CITIES, GREAT LAKES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Number of Rooms Elementary Building	Type Median Building	Number Sq. Ft. Play-ground Median Child	Per Cent Increase 6 Years		Number Pupils Median Class		CONGESTION			RANK										
					Elem.	H. S.	Elem.	H. S.	Per Cent Total	Pupils Housed in Unit Buildings	Number Pupils Half Time	Average Annual Expenditure per Pupil	Date of Erection	Number of Rooms	Play-ground of Space	Per Cent Increase		Size of Classes		Expenditure per Pupil		
																Elem.	H. S.	Elem.	H. S.		Elem.	H. S.
Aurora, East Side, Ill.		8	D	126	0	29	37	23	2	70		III	I	III	II	II		I				
Aurora, West Side, Ill.	1897	11	D	283	-3	49	37	38	19	10	788	40	II	II	III	III	II	II				
Battle Creek, Mich.		10	D	119	-1					3	236	150	\$57 62		I	III	III	III				
Bay City, Mich.		12	D	10	174			42	19	9	610	560			III	III	III	III				
Cicero, Ill.		9	D	10				42	22	1	80	1,654			III	III	III	III				
Danville, Ill.		8	D	71	7	60	44	25	1	80	1,654			I	III	III	III					
Decatur, Ill.		9	D	46	34	4		37	23	7	600	1,224			III	III	III	III				
East Chicago, Ind.	1910	15	D	46				44	25	1	80	1,654			III	III	III	III				
Flint, Mich.		2	D	71				37	23	7	600	1,224			III	III	III	III				
Gary, Ind.		10	E	115				41	23	8	478				III	III	III	III				
Hammond, Ind.	1912	11	D	63	137	849	29	23	2	3	336	900			III	III	III	III				
Highland Park, Mich.	1896	24	B	40	0	8	32	22	9	3	650	760			III	III	III	III				
Jackson, Mich.	1892	8	D	54				33	20	17	1,360	760			III	III	III	III				
Kalamazoo, Mich.	1892	10	B	44				33	30	3	650	760			III	III	III	III				
Kenosha, Wis.	1908	11	A	49	28	7	33	33	35	17	1,360	760			III	III	III	III				
La Crosse, Wis.		11	D								450				III	III	III	III				
Lakewood, O.		18	C	98		356	29	29	28	7	50		116 89		III	III	III	III				
Lorain, O.	1905	18	D	77	4	77	38	28	1	3	330	310			III	III	III	III				
Madison, Wis.	1901	9	D	54	26	43	31	21	5	3	240		57 29		III	III	III	III				
Marion, O.	1905	8	D	140	27	51	31	22	2	1	40	840			III	III	III	III				
Moline, Ill.	1899	12	D	112	14	69	37	26	1	1	40				III	III	III	III				
Muncie, Ind.		14	D	175	60	38	33	22	24	3	240	210			III	III	III	III				
Muskegon, Mich.	1890	11	D	90	12	27	31	32	2	1	40				III	III	III	III				
Portsmouth, O.	1908	12	D	49	18	46	39	25	2	1	40				III	III	III	III				
Quincy, Ill.		10	D	182	36	23	33	34	13	13	1,188	1,467	78 90		III	III	III	III				
Racine, Wis.	1893	16	D	133	31	65	34	22	7	7	392	290			III	III	III	III				
Richmond, Ind.		14	D	209		25	36	34	23	4	245	26			III	III	III	III				
Rock Island, Ill.	1886	6	D	111	14	0	24	22	0	23	455	55 19			III	III	III	III				
Saginaw, East Side, Mich.	1889	9	C	111	21		34	22	0	5	250	723			III	III	III	III				
Sheboygan, Wis.		12	D	121	35	52	41	27	3	3	330	450			III	III	III	III				
Springfield, O.	1896	15	D	153	95	28	36	31	3	3	330	450			III	III	III	III				
Springfield, Ill.		10	D	93	14	49	36	31	1	1	60				III	III	III	III				
Superior, Wis.		23	D	72	18		87	22	1	1	60				III	III	III	III				
Terre Haute, Ind.	1900	10	D	98		166	87	22	1	1	60				III	III	III	III				
Zanesville, O.	1897	8	D	91	1	52	40	24	1	1	60				III	III	III	III				

TABLE XXIV—9 LARGE CITIES, GRÉAT LAKES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Num-ber Ele-men-tary Build-ing	Type Me-dian Build-ing	Num-ber Sq. Ft. Play-ground Me-dian Child	Per Cent of Increase 6 Years		Number of Pupils Median Class		CONGESTION			RANK		
					Elem.	Sr.	Elem.	Sr.	Pupils Housed in Unfit Buildings	Num-ber Pupils per Half Time	Aver-age Annual Ex-pen-diture per Pupil	I. Best Third.	II. Middle Third.	III. Worst Third
Akron, Ohio.....	1897	22	C	44	68	77	41	23	3	15,300	\$90.76	II	II	I
Chicago, Ill.....	1897	29	C	28	10	65	42	31	8	29,219	500	II	III	II
Cincinnati, Ohio.....	1897	16	C	56	1	21	38	26	3	1,850	80.77	II	III	II
Cleveland, Ohio.....	1903	19	C	35	18	36	37	26	5	5,510	58.375	II	III	II
Columbus, Ohio.....	1893	8	D	36	25	—	38	26	12	4,070	2,000	II	III	III
Detroit, Mich.....	1905	20	C	43	61	130	42	22	4	5,729	95.22	I	I	I
Grand Rapids, Mich.....	1897	12	D	59	10	62	34	60+	0	102	400	II	II	III
Indianapolis, Ind.....	1896	12	C	57	11	48	41	—	6	2,545	2,200	III	II	II
Milwaukee, Wis.....	1896	17	D	541	8	46	—	—	5	3,150	1,000	II	II	—

TABLE XXV—8 LARGE CITIES, GRÉAT PLAINS  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Num-ber Ele-men-tary Build-ing	Type Me-dian Build-ing	Num-ber Sq. Ft. Play-ground Me-dian Child	Per Cent of Increase 6 Years		Number of Pupils Median Class		CONGESTION			RANK		
					Elem.	Sr.	Elem.	Sr.	Pupils Housed in Unfit Buildings	Num-ber Pupils per Half Time	Aver-age Annual Ex-pen-diture per Pupil	I. Best Third.	II. Middle Third.	III. Worst Third
Des Moines, Ia.....	1892	10	D	—	8	62	37	25	7	1,739	20	III	II	—
Kansas City, Kans.....	1905	9	D	84	13	43	39	30	7	4,000	5,200	III	III	—
Kansas City, Mo.....	1894	16	D	73	14	35	34	—	5	3,435	8,324	I	III	III
Minneapolis, Minn.....	1894	15	B	48	69	85	34	—	2	400	1,161	II	I	II
Oklahoma City, Okla.....	1899	15	D	41	69	84	37	24	1	540	63.91	I	I	I
Omaha, Neb.....	1899	20	D	60	6	47	48	40	0	114	1,482	I	II	—
St. Louis, Mo.....	1898	12	D	50	1	83	39	24	8	2,735	1,813	III	III	II
St. Paul, Minn.....	1888	12	D	50	1	83	39	24	8	2,735	1,813	III	III	II



TABLE XXVI

## 43 SMALL CITIES, GREAT PLAINS

## FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building	Number of Rooms	Type of Building	Number of Sq. Ft. Playground Median Child	Per Cent of Increase 6 Years		Number of Pupils Median Class		CONGESTION			RANK				
					Elem.	Sr.	Elem.	H. S.	Per Cent	Pupils Housed in Unfit Buildings	Number Pupils Half Time	Average Annual Expenditure per Pupil	I. Best Third.	II. Middle Third.	III. Worst Third.	
	1904	4	D	344	96	220	34	22	2	40			II			
Aberdeen, S. D.	1910	12	C	21	-15	27	36	37	4	95			I			
Ada, Okla.		9	B	48	-14	15	35	43	10	255		\$68.07	III			I
Ardmore, Okla.		9	D	231	3	56	37	27					III			
Archibison, Kans.	1897	8	D	67	40	35	35	22	4	75	150		I			
Barlesville, Okla.		10	D	167	13	42	49	35					I			
Boone, Ia.		8	D	149	27	19	37	28	3	85	117		II			
Burlington, Ia.	1909	6	C	198	-8	-2	29	22	3	100		85.33	II			I
Cape Girardeau, Mo.	1905	8	D	203	-12	21	34	22				80.46	II			I
Carthage, Mo.	1901	3	D	131	-3	19	32						I			
Clinton, Ia.		8	D	131	-2	35	30	23					III			
Coffeyville, Kans.	1913	4	D	228	2	2	33	23					III			
East Waterloo, Ia.	1901	7	D	185	39		38	21	0	25			II			
Fargo, N. D.	1903	10	D	343	27		34						II			
Ft. Scott, Kans.		5	D	87	17	73	22	22				44.80	I			III
Ft. Smith, Mo.	1908	4	D	208	-17	30	24	24	17	448			III			
Grand Forks, N. D.	1895	9	D	151	-30	11	30	23	2	60	75		II			
Hastings, Neb.	1901	6	D	52	-11	16	30	28					III			
Hastings, Neb.	1901	9	D	62	13	34	32	22	12	280			III			
Hutchinson, Kans.	1903	39	D	178	23	41	32	37	3	140		56.89	III			II
Independence, Kans.		9	C	157	16	84	32	23	2	75		60.99	I			II
Iowa City, Iowa.	1913	9	B	44	20	25	32	22	4	87		62.04	III			II
Jefferson City, Mo.	1889	13	C	141	9	40	42	24			50	62.90	I			II
Keokuk, Ia.	1904	7	D	252	6	-2	34	21				62.46	II			III
Lawrence, Kans.	1910	11	D	302	9	34	43	26					II			I
Leavenworth, Kans.		10	B	212									II			
Leavenworth, Kans.													II			
Manhattan, Minn.	1896	6	D										II			
Marshalltown, Ia.		9	D										II			
Mason City, Ia.	1913	9	C										II			
McAlester, Okla.		9	B										II			
Newton, Kans.	1889	13	C										II			
Norfolk, Neb.	1904	7	D										II			
Ottawa, Kans.	1910	11	D										II			
Ottumwa, Ia.		10	B										II			
Parsons, Kans.			D										II			

TABLE XXVI—Continued—43 SMALL CITIES, GREAT PLAINS  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Num-ber Ele-men-tary Build-ing	Type Me-dian Build-ing	Num-ber Sq. Ft. Play-ground Me-dian Child	Per Cent of Increase 6 Years		Number Pupils Median Class			CONGESTION			Aver-age Annual Ex-pen-diture per Pupil			RANK		
					Elem.	H. S.	Elem.	H. S.	Sr.	Housed in Buildings	Per Cent Total	Num-ber Pupils Half Time	Date of Erec-tion	Num-ber of Rooms	Play-ground Space	Per Cent Increase	Size of Classes	Ex-pen-diture per Pupil
Pittsburg, Kans.	1889	11	D	160	4	25	39	27	16	595			III	I	II	II	III	III
Poplar Bluff, Mo.	1900	4	D	124			42	26		40			III	III	II		III	
Red Wing, Minn.		6	D	155			34							II	II		III	
St. Cloud, Minn.	1907	9	D											II	II		III	
Salina, Kans.		7	D	152	29	54	42	32	7	235			I	II	I	III	III	II
Sapulpa, Okla.		6	D	66			49	24	5	163		147	\$61.45	III	III	I	III	III
Shawnee, Okla.		10	B	113	25	74	30	19						III	III	I	III	III
Virginia, Minn.	1912	3	E	182			32	19	1	29		135		III	III	I	I	III
Winfield, Kans.	1902	6	D	148	-13	-10	85	22					I	II	III	III	I	III
Winona, Minn.		10	D				34	21						I			II	III

TABLE XXVII—10 MIDDLE CITIES, GREAT PLAINS  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Num-ber Ele-men-tary Build-ing	Type Me-dian Build-ing	Num-ber Sq. Ft. Play-ground Me-dian Child	Per Cent of Increase 6 Years		Number Pupils Median Class			CONGESTION			Aver-age Annual Ex-pen-diture per Pupil			RANK		
					Elem.	H. S.	Elem.	H. S.	Sr.	Housed in Buildings	Per Cent Total	Num-ber Pupils Half Time	Date of Erec-tion	Num-ber of Rooms	Play-ground Space	Per Cent Increase	Size of Classes	Ex-pen-diture per Pupil
Cedar Rapids, Ia.	1890	10	D	294	-14	-2	35	20	10	890			III	II	I	III	II	II
Davenport, Ia.	1901	12	D	10			30		1	140				II	III	III	I	III
Duluth, Minn.		11	C	84	11	67	35	27	19	2,429		209	II	II	II	I	III	III
Lincoln, Neb.	1899	13	D	200					2	135		54	I	III	I	III	I	III
Muskogee, Okla.	1907	9	D	84										III	III	I	III	III
St. Joseph, Mo.		9	D	82	35	27	32	0	0	110			II	III	III	II	II	II
Sioux City, Ia.	1898	12	D	154	-4	24	40	26	4	307			II	III	II	I	I	I
Springfield, Mo.	1895	8	D	101	63	243	30	23	9	1,379		150	III	III	II	I	I	I
Tulsa, Okla.		18	D				38						I	II			III	I
Wichita, Kans.	1915	10	C				38	25		1,380				I			III	II

TABLE XXVIII

## 32 SMALL WESTERN CITIES

## FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

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I. Best Third.			II. Middle Third.			III. Worst Third.			Average Annual Expenditure per Pupil	CONGESTION				Date of Building Measure-ment Child	Number of Rooms Ele-mentary Building	Type of Meas-ure-ment Building	Number Sq. Ft. Play-ground Meas-ure-ment Child	Per Cent of Increase 6 Years	Number Pupils Median Class		Pupils Housed in Unfit Buildings			Num-ber of Pupils Half Time																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														
Date of Building Measure-ment Child	Number of Rooms Ele-mentary Building	Type of Meas-ure-ment Building	Number Sq. Ft. Play-ground Meas-ure-ment Child	Per Cent of Increase 6 Years	Elem.	H.	S.	Elem.		H.	S.	Per Cent	Total						Pupils Housed in Unfit Buildings	Per Cent	Elem.	H.	S.		Elem.	H.	S.	Per Cent	Total	Num-ber of Pupils Half Time																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								

TABLE XXIX--11 MIDDLE CITIES, WESTERN  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Number of Rooms Elementary Building	Type Median Building	Number Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years		Number Pupils Median Class		CONGESTION		Average Annual Expenditure per Pupil	RANK					
												I. Best Third.	II. Middle Third.	III. Worst Third.	Date of Erection	Number of Rooms	Play-ground Space
					Elem.	H. S.	Sr.	Elem.	H. S.	Sr.	Elem.	Per Cent Increase	Elem.	H. S.	Sr.	Size of Classes	Expenditure per Pupil
Berkeley, Cal.	1909	17	E	48	82	29	33	25	33	25	\$94.35	I	III	I	I	I	II
Butte, Mont.	1902	10	D	83	16	40	27	27	4	410	750	III	III	II	II	II	II
Colorado Springs, Colo.	1909	16	C	201	45	38	34	19	6	480	70	I	I	II	I	I	I
Fresno, Cal.		17	D	119	46	78	38		8	1,908	2,477	I	II	III	III	III	III
Long Beach, Cal.		10	E		12	35				1,149		I	I	I	I	I	I
Pasadena, Cal.		17	E		36	56	37		9	680		I	I	II	II	II	II
Phoenix, Ariz.		8	E	387	36	33	32		18	2,500		I	II	III	III	III	III
Sacramento, Cal.		15	E	97	16	38	37	27	10	1,742		I	II	III	III	III	III
San Diego, Cal.	1911	4	D	85	9	29	37	28	4		95.85	I	I	I	I	I	I
San Jose, Cal.	1905	24	D	232	9	36	37	28			70.10	II	II	II	II	II	II
Tacoma, ..ash.	1900	9	D	201	18	51	36	27		900		III	I	I	I	I	I

TABLE XXX--7 LARGE WESTERN CITIES  
FACTS CONCERNING BUILDINGS, ATTENDANCE INCREASE, CONGESTION AND EXPENDITURE IN INDIVIDUAL CITIES

	Date of Building Median Child	Number of Rooms Elementary Building	Type Median Building	Number Sq. Ft. Play-ground Median Child	Per Cent of Increase 6 Years		Number Pupils Median Class		CONGESTION		Average Annual Expenditure per Pupil	RANK					
												I. Best Third.	II. Middle Third.	III. Worst Third.	Date of Erection	Number of Rooms	Play-ground Space
					Elem.	H. S.	Sr.	Elem.	H. S.	Sr.	Elem.	Per Cent Increase	Elem.	H. S.	Sr.	Size of Classes	Expenditure per Pupil
Denver, Colo.	1890	12	D	62	-3	24	33		8	5,832	4,810	III	III	III	III	I	III
Los Angeles, Cal.		12	E	187	31	53	36		8	10,780	93.06	III	III	III	III	I	III
Oakland, Cal.	1907	23	E	96	24	88	36	22	15	7,563	105.22	I	I	I	I	I	I
Salt Lake City, Utah	1900	15	E	114	17	53	36	27	6	1,400	72.18	III	II	II	II	II	II
San Francisco, Cal.	1906	16	E		11	58	38		2	1,705		I	I	I	I	I	I
Seattle, Wash.	1905	14	D	107	34	58	34	25	13	8,000		II	II	II	II	II	II
Spokane, Wash.	1908	11	D	91	4	-5	37		0	80		III	III	III	III	I	III

# CITIES CONTRIBUTING TO INQUIRY NO. 1

## Explanation of Symbols

- I Cities from 8,000 to 30,000 population.  
 II Cities from 30,000 to 100,000 population.  
 III Cities over 100,000 population.

- A—Eastern States.  
 B—Southern States.  
 C—Great Lakes States.  
 D—Great Plains States.  
 E—Western States.

Aberdeen, S. D.	ID	Brunswick, Ga.	IB	Elwood, Ind.	IC
Ada, Okla.	ID	Buffalo, N. Y.	IIIA	Elyria, Ohio	IC
Adrian, Mich.	IC	Burlington, Iowa.	ID	Enfield, Conn.	IA
Akron, Ohio.	IIIC	Burlington, N. J.	IA	Englewood, N. J.	IA
Albany, Ga.	IB	Burlington, Vt.	IA	Erie, Pa.	IIIA
Albany, N. Y.	IIIA	Butte, Mont.	IE	Eureka, Cal.	IE
Albion, Mich.	IC	Cadillac, Mich.	IC	Everett, Mass.	IIA
Alexandria, La.	IB	Cairo, Ill.	IC	Everett, Wash.	IE
Allentown, Pa.	IIA	Cambridge, Ohio.	IC	Fairmont, W. Va.	IB
Alliance, Ohio.	IC	Camden, N. J.	IIIA	Fall River, Mass.	IIIA
Alpena, Mich.	IC	Canton, Ill.	IC	Fargo, N. D.	ID
Alton, Ill.	IC	Cape Girardeau, Mo.	ID	Findlay, Ohio.	IC
Altoona, Pa.	IIA	Carbondale, Pa.	IA	Flint, Mich.	IIIC
Ambridge, Pa.	IA	Carlisle, Pa.	IA	Fond du Lac, Wis.	IC
Anaconda, Mont.	IE	Carthage, Mo.	ID	Fort Collins, Colo.	IE
Ann Arbor, Mich.	IC	Casper, Wyo.	IE	Fort Scott, Kans.	ID
Ansonia, Conn.	IA	Cedar Rapids, Iowa.	IID	Fort Smith, Ark.	IB
Appleton, Wis.	IC	Champaign, Ill.	IC	Frankfort, Ind.	IC
Ardmore, Okla.	ID	Chelsea, Mass.	IIA	Frankfort, Ky.	IB
Arlington, Mass.	IA	Chester, Pa.	IIA	Franklin, Pa.	IA
Asbury Park, N. J.	IA	Cheyenne, Wyo.	IE	Frederick, Md.	IB
Astoria, Ore.	IE	Chicago, Ill.	IIIC	Freeport, Ill.	IC
Atchison, Kans.	ID	Chicago Heights, Ill.	IC	Fremont, Neb.	ID
Athens, Ga.	IB	Chico, Cal.	IE	Fremont, Ohio.	IC
Athens, Ohio.	IC	Chillicothe, Ohio.	IC	Fresno, Cal.	IIIE
Atlanta, Ga.	IIIB	Cicero, Ill.	IIIC	Fulton, N. Y.	IA
Attleboro, Mass.	IA	Cincinnati, Ohio.	IIIC	Galesburg, Ill.	IC
Auburn, Maine.	IA	Clarksburg, W. Va.	IB	Gardner, Mass.	IA
Auburn, N. Y.	IIA	Clearfield, Pa.	IA	Garfield, N. J.	IA
Aurora, E. S., Ill.	IIIC	Cleveland, Ohio.	IIIC	Gary, Ind.	IIIC
Aurora, W. S., Ill.	IIIC	Cleveland Heights, Ohio.	IC	Glens Falls, N. Y.	IA
Bakersfield, Cal.	IE	Clinton, Iowa.	ID	Gloucester, Mass.	IA
Bangor, Maine.	IA	Clinton, Mass.	IA	Gloversville, N. Y.	IA
Barre, Vt.	IA	Cotatesville, Pa.	IA	Grand Forks, N. D.	ID
Bartlesville, Okla.	ID	Coffeyville, Kans.	ID	Grand Junction, Colo.	IE
Bath, Maine.	IA	Colorado Springs, Colo.	IIIE	Grand Rapids, Mich.	IIIC
BattleCreek, Mich.	IIIC	Columbia, Pa.	IA	Granite City, Ill.	IC
Bay City, Mich.	IIIC	Columbus, Ga.	IIIB	Granville, N. Y.	IA
Bayonne, N. J.	IIA	Columbus, Miss.	IB	Great Falls, Mont.	IE
Belle Center, Ohio.	IC	Columbus, Ohio.	IIIC	Greeley, Colo.	IE
Bellefonte, Ill.	IC	Concord, N. H.	IA	Greenfield, Mass.	IA
Belleville, N. J.	IA	Conneaut, Ohio.	IC	Greenwich, Miss.	IB
Bellevue, Pa.	IA	Corning, N. Y.	IA	Greenwich, Conn.	IA
Bellingham, Wash.	IE	Coshocton, Ohio.	IC	Hammond, Ind.	IIIC
Belmont, Mass.	IA	Covington, Ky.	IIIB	Harrisburg, Pa.	IIA
Beloit, Wis.	IC	Crawfordsville, Ind.	IC	Hastings, Neb.	ID
Bennington, Vt.	IA	Danville, Ill.	IIIC	Hazleton, Pa.	IIA
Benton Harbor, Mich.	IC	Davenport, Iowa.	IID	Helena, Mont.	IE
Berkeley, Cal.	IIIE	Decatur, Ill.	IIIC	Henderson, Ky.	IB
Bessemer, Ala.	IA	Denison, Texas.	IB	Herkimer, N. Y.	IA
Beverly, Mass.	IA	Denver, Colo.	IIIE	Highland Park, Mich.	IIIC
Binghamton, N. Y.	IIA	Des Moines, Iowa.	IIID	Hoboken, N. J.	IIA
Birmingham, Ala.	IIIB	Detroit, Mich.	IIIC	Holyoke, Mass.	IIA
Bloomfield, N. J.	IB	Dover, N. J.	IA	Homestead, Pa.	IA
Bluefield, W. Va.	IB	Du Bois, Pa.	IA	Hoquiam, Wash.	IE
Blue Island, Ill.	IC	Duluth, Minn.	ID	Hornell, N. Y.	IC
Bogalusa, La.	IB	Dunkirk, N. Y.	IA	Huntington, Ind.	IC
Boone, Iowa.	ID	East Chicago, Ind.	IIIC	Hutchinson, Kans.	ID
Boston, Mass.	IIIA	East Cleveland, Ohio.	IC	Idaho Falls, Idaho.	IE
Boulder, Colo.	IE	Easton, Pa.	IIA	Independence, Kans.	ID
Bradford, Pa.	IA	East Orange, N. J.	IIA	Indianapolis, Ind.	IIIC
Braintree, Mass.	IA	East Palestine, Ohio.	IC	Iowa City, Iowa.	ID
Bridgeport, Conn.	IIIA	East Waterloo, Iowa.	ID	Ironton, Ohio.	IC
Bridgeton, N. J.	IA	Eau Claire, Wis.	IC	Ironwood, Mich.	IC
Brockton, Mass.	IIA	Elizabeth, N. J.	IIA	Jackson, Mich.	IIIC
Brookline, Mass.	IIA	Elmira, N. Y.	IIA	Jackson, Tenn.	IB

Jamestown, N. Y.	IIA	New London, Conn.	IA	San Francisco, Cal.	IIIE
Jefferson City, Mo.	ID	New Orleans, La.	IIIB	San Jose, Cal.	IIIE
Jersey City, N. J.	IIIA	New Philadelphia, Ohio	IC	Santa Ana, Cal.	IE
Johnstown, Pa.	IIA	Newport, Ky.	IIIB	Santa Barbara, Cal.	IE
Kalamazoo, Mich.	IC	Newport, R. I.	IIA	Sapulpa, Okla.	ID
Kankakee, Ill.	IC	Newton, Kans.	ID	Saratoga Springs, N. Y.	IA
Kansas City, Kans.	IIID	Newton, Mass.	IIA	Sault Ste. Marie, Mich.	IC
Kansas City, Mo.	IIID	New York City, N. Y.	IIIA	Savannah, Ga.	IIIB
Kenosha, Wis.	IC	Norfolk, Neb.	ID	Sayre, Pa.	IA
Keokuk, Iowa.	ID	Normal, Ill.	IC	Schenectady, N. Y.	IIA
Kewanee, Ill.	IC	Norwich, Conn.	IIA	Scranton, Pa.	IIIA
Kinston, N. C.	IB	Norwich, N. Y.	IA	Seattle, Wash.	IIIE
Lackawanna, N. Y.	IA	Oakland, Cal.	IIIE	Selma, Ala.	IB
Laconia, N. H.	IA	Ogdensburg, N. Y.	IA	Shamokin, Pa.	IA
La Crosse, Wis.	IIIC	Oklahoma City, Okla.	IIID	Sharon, Pa.	IA
Lakewood, Ohio	IIIC	Olean, N. Y.	IA	Shawnee, Okla.	ID
Lancaster, Ohio	IC	Olympia, Wash.	IE	Sheboygan, Wis.	IIIC
Lansford, Pa.	IA	Omaha, Neb.	IIID	Sherman, Texas	IB
La Salle, Ill.	IC	Oncida, N. Y.	IA	Shreveport, La.	IIIB
Lawrence, Kans.	ID	Oneonta, N. Y.	IA	Sioux City, Iowa	IIID
Lawrence, Mass.	IIA	Orange, N. J.	IIA	Somerville, Mass.	IIA
Leavenworth, Kans.	ID	Orlando, Fla.	IB	Spartanburg, S. C.	IB
Lebanon, Pa.	IA	Ottawa, Ill.	IC	Spokane, Wash.	IIIE
Lewiston, Me.	IA	Ottawa, Kans.	ID	Springfield, Ill.	IIIC
Lewistown, Pa.	IA	Ottumwa, Iowa	ID	Springfield, Mass.	IIIA
Lexington, Ky.	IIIB	Owensboro, Ky.	IB	Springfield, Mo.	IIID
Lincoln, Ill.	IC	Owosso, Mich.	IC	Springfield, Ohio	IIIC
Lincoln, Neb.	IIID	Paducah, Ky.	IB	Stamford, Conn.	IIA
Little Falls, N. Y.	IA	Palestine, Texas	IB	Streator, Ill.	IC
Logansport, Ind.	IC	Parkersburg, W. Va.	IB	Suffolk, Va.	IB
Long Beach, Cal.	IIIE	Parsons, Kans.	ID	Superior, Wis.	IIIC
Lorain, Ohio	IIIC	Pasadena, Cal.	IIIE	Tacoma, Wash.	IIIE
Los Angeles, Cal.	IIIE	Passaic, N. J.	IIA	Taylorville, Ill.	IC
Louisville, Ky.	IIIB	Paterson, N. J.	IIIA	Terre Haute, Ind.	IIIC
Lowell, Mass.	IIIA	Perth Amboy, N. J.	IIA	Titusville, Pa.	IA
Ludington, Mich.	IC	Phoenix, Ariz.	IIIE	Tonawanda, N. Y.	IA
Mc Alester, Okla.	ID	Phoenixville, Pa.	IA	Troy, N. Y.	IIA
Madison, Wis.	IIIC	Pittsburg, Kans.	ID	Trenton, N. J.	IIIA
Manchester, N. H.	IIA	Pittsburgh, Pa.	IIIA	Tucumcari, N. M.	IE
Manistee, Mich.	IC	Pittsfield, Mass.	IIA	Tulsa, Okla.	IID
Mankato, Minn.	ID	Plainfield, N. J.	IA	Tyrone, Pa.	IA
Marion, Ohio	IIIC	Poplar Bluff, Mo.	ID	Uniontown, Pa.	IA
Marlborough, Mass.	IA	Port Chester, N. Y.	IA	Vailero, Cal.	IE
Marquette, Mich.	ID	Port Huron, Mich.	IC	Vancouver, Wash.	IE
Marshalltown, Iowa	ID	Portland, Me.	IIA	Virginia, Minn.	ID
Marshfield, Wis.	IC	Portsmouth, Ohio	IIIC	Wabash, Ind.	IC
Mason City, Iowa	ID	Poughkeepsie, N. Y.	IIA	Wakefield, Mass.	IA
Meriden, Conn.	IIA	Providence, R. I.	IIIA	Walla Walla, Wash.	IE
Meridian, Miss.	IB	Quincy, Ill.	IIIC	Warren, Ohio	IC
Methuen, Mass.	IA	Racine, Wis.	IIIC	Warren, Pa.	IA
Michigan City, Ind.	IC	Rahway, N. J.	IA	Washington, D. C.	IIIB
Middletown, Conn.	IA	Reading, Pa.	IIIA	Waterbury, Conn.	IIA
Middletown, Ohio	IC	Redlands, Cal.	IE	Watertown, N. Y.	IIA
Millville, N. J.	IA	Red Wing, Minn.	ID	Waukegan, Ill.	IC
Millwaukee, Wis.	IIIC	Reno, Nevada	IE	Waycross, Ga.	IB
Minneapolis, Minn.	IIID	Richmond, Ind.	IIIC	Waynesboro, Pa.	IA
Missoula, Mont.	IE	Richmond, Va.	IIIB	Webster, Mass.	IA
Mobile, Ala.	IIIB	River Rouge, Mich.	IC	Westbrook, Me.	IA
Moline, Ill.	IIIC	Riverside, Cal.	IE	Westerly, R. I.	IA
Monessen, Pa.	IA	Roanoke, Va.	IIIB	West New York, N. J.	IA
Montclair, N. J.	IA	Rochester, N. Y.	IIIA	Weste Plam Beach, Fla.	IB
Montgomery, Ala.	IIIB	Rock Hill, S. C.	IB	Weymouth, Mass.	IA
Morgantown, W. Va.	IB	Rock Island, Ill.	IIIC	Wheeling W. Va.	IIIB
Mt. Clemens, Mich.	IC	Rockland, Me.	IA	White Plains, N. Y.	IA
Mt. Vernon, Ohio	IC	Rome, Ga.	IB	Winchester, Va.	IB
Muncie, Ind.	IIIC	Roseburg, Ore.	IE	Wichita, Kans.	IID
Muskegon, Mich.	IIIC	Rutherford, N. J.	IA	Wichita Falls, Texas	IIIB
Muskogee, Okla.	IID	Sacramento, Cal.	IIIE	Wilkinsburg, Pa.	IA
Nampa, Idaho	IE	Saginaw, E. S. Mich.	IIIC	Winfield, Kans.	ID
Newark, N. J.	IIIA	St. Cloud, Minn.	ID	Winona, Minn.	ID
Newark, Ohio	IC	St. Joseph, Mo.	IID	Winston-Salem, N. C.	IIIB
New Bedford, Mass.	IIIA	St. Louis, Mo.	IIID	Woburn, Mass.	IA
New Britain, Conn.	IIA	St. Paul, Minn.	IIID	Woonsocket, R. I.	IIA
New Brunswick, N. J.	IIA	Salina, Kans. N.	ID	Worcester, Mass.	IIIA
Newburgh, N. Y.	IIA	Salt Lake City, Utah	IIIE	Yonkers, N. Y.	IIIA
Newburyport, Mass.	IA	San Bernardino, Cal.	IE	York, Pa.	IIA
New Castle, Pa.	IIA	San Diego, Cal.	IIIE	Zanesville, Ohio	CHIC
New Haven, Conn.	IIIA	Sand Point, Idaho	IE		



# KNOW AND HELP YOUR SCHOOLS

## THIRD REPORT

An Interpretation of Inquiry No. III  
Relating to Boards of Education  
and the Receipts and Expenditures  
of Urban Public Schools

*Directed by*

The National Committee for Chamber  
of Commerce Cooperation  
with the Public Schools *and*  
*the* American City Bureau

*Published by*

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JULY, 1921





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## FOREWORD

The National Committee for Chamber of Commerce Cooperation with the Public Schools was organized in February, 1920, with the purpose of inquiring into the conditions of urban schools as they are to-day, and assisting, through the cooperation of civic and commercial organizations with city school officials, the study and development of the local school program upon a basis of carefully assembled facts. When the American people come to a full realization of the present emergency they can be counted upon to provide the support necessary for the maintenance and development of our public school system.

The first report of the National Committee, published in October, 1920, presented the facts concerning salaries, training and experience of teachers in American cities. A second report on housing conditions in American city schools was published in March, 1921.

The report herewith presented on Boards of Education and the receipts and expenditures of urban public schools has been prepared under the careful direction of the Executive Committee. The compilation of the statistics and the preparation of the report has been done by J. R. McGaughy.

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# INTRODUCTION

by

GEORGE DRAYTON STRAYER

Chairman National Committee for Chamber of Commerce  
Cooperation with the Public Schools

The financing of public education is one of the most important problems now confronting American municipalities. Increased expenditures for public schools have been necessary in order to maintain them on their old level of efficiency and with the program of work already instituted. If the scope of public education is to be still further expanded, still greater funds must be provided. If the profession of teaching is to attract and hold able men and women, more money must be available for teachers' salaries.

This study records the facts concerning the control of the school budget and the distribution of the funds among the several more important items for cities which include more than half the urban population of the United States.

In the pages which follow will be found a report on the methods now employed by American cities in selecting Boards of Education; the degree of control or responsibility which the boards have for financing public schools; the number of board members, their tenure and the pay which they receive; the sources of revenue for schools; the purposes for which school money is spent, and the like.

From the data which are presented in this report, it will be possible for the individual cities to compare themselves with other communities with respect to each of the factors listed above. It may well appear from such a comparison that a particular city can profit by modifying its practice to accord with that of the typical city or with that of a community which is commonly recognized as providing more adequately for its public school system. Certain it is that the facts here assembled will prove valuable to any one who desires to study without prejudice the problem of financing American city school systems.

# BOARDS OF EDUCATION AND RECEIPTS AND EXPENDITURES OF URBAN CITY SCHOOLS

## PART I

The basis for this study is an inquiry which was sent to the superintendents of schools in each of the 946 cities whose population exceeds 8,000. The data requested was for the last fiscal year which had been completed. Returns were received from \*375 cities.

The beginning of the fiscal year in different cities varies greatly. For those cities reporting the average date for the ending of the fiscal year is August 15, 1920. This report therefore presents findings from data less than one year-old.

Seventy-eight percent of the cities reporting begin the fiscal year between July 1st and September 1st. Of these dates, July 1st, August 1st and September 1st have respectively 56, 9 and 13% of the total. Another 13% of the cities begin the year January 1st. The remainder are scattered over all the months of the year with the exception of November. There are already more cities starting the fiscal year July 1st than on all other dates combined. This is also the median date for beginning the year in every one of the groups except in the large Great Lakes cities, where it is August 1st. This pronounced tendency in every geographical and size group suggests the adoption of a fiscal year common to all cities beginning July 1st and ending June 30th. With such an agreement it would then be possible to secure comparable data from all cities early in the Fall, in ample time to influence the budget making for the ensuing year.

### SCOPE OF INQUIRY—

The inquiry used in this study was in two parts. The first part dealt with the problem of school finance. It asked for complete data in regard to Boards of Education, receipts and expenditures of money, insurance, the bonded debt outstanding, local tax rates and assessed valuations. The second part of the inquiry concerned itself with the educational program of American cities. The

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\* Data for Jersey City, N. J., and Geneva, N. Y., are also included in Tables IX to XXIII, but were received too late to be used in the report proper.

present report takes up only the facts dealing with Boards of Education, valuations and tax rates, and the receipts and expenditures of these cities. It is planned to publish two other reports on the inquiry, one dealing with insurance and school bond issues, the other with the educational program of American cities.

For the purpose of this study the cities reporting have been considered in four groups.

(1) There are three divisions as to size and five as to location, making fifteen divisions on this basis of both size and location.

(2) Population of cities is disregarded and they are grouped into five divisions on the basis of location alone.

(3) Location is disregarded and the cities are grouped into three divisions on the basis of size alone.

(4) The facts are given for "All Cities Reporting," size and location being disregarded.

#### POPULATION GROUPS

Cities are classified in three population groups.

Group I includes cities having a population of 8,000 but less than 30,000.

Group II includes cities having a population of 30,000 but less than 100,000.

Group III includes cities having a population of 100,000 and more.

#### SECTIONAL GROUPS

Because conditions vary with sections of the country as well as with the size of cities, classifications were also made on the basis of the following five geographical groups:

*Section A.* Eastern (Industrial), including Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Vermont.

*Section B.* Southern States, including Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia and West Virginia.

*Section C.* Great Lakes (Manufacturing), including Illinois, Indiana, Michigan, Ohio and Wisconsin.

*Section D.* Great Plains (Agricultural), including Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, Oklahoma and South Dakota.

*Section E.* Western, including Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.

Throughout the report the cities whose population is from 8,000 to 30,000 are spoken of as "Small Cities," those from 30,000 to 100,000, "Middle Cities," and those of 100,000 or more, "Large Cities."

#### MORE THAN HALF OF URBAN POPULATION REPRESENTED—

There are in the United States 946 cities whose population exceeds 8,000. The total population of these cities is 46,577,453. This study is based on reports from 375 of these cities with a total population of 29,973,170. In other words, the data represents

about 40% of the total number of cities and 64% of the total population of the group.

Of the geographical groups, the Southern cities have the smallest representation, 28% of the total number of cities, and 43% of the total population. The other four geographical groups are represented by from 63 to 75% of the total population of the cities of over 8,000. In the size groups the large cities are much better represented than the small. Reports were received from 33% of the small cities, 51% of the middle cities and 69% of the large cities. Of the 25 cities whose population exceeds 250,000, reports were received from 22, or 88%. Portland, Oregon, Baltimore and Philadelphia are the only cities of this size from which reports were not received. On the basis of the total population of these size groups the percents are higher. Reports were received representing 35% of the total population of the small cities; 50% of the population of the middle cities and 80% of the large cities. The report is therefore of value both as to the recency of the facts presented and as being truly representative of American cities whose population is 8,000 or more.

#### EXPLANATION OF TERMS USED—

To make clear the statistical terms used in this report preliminary definitions are here given. In so far as they apply they are the same as were used in this Committee's first report on the Salary, Training and Experience of Teachers and in its second report on School Housing Conditions in American cities.

#### DEFINITIONS—

"A Distribution ("distribution table") is an arrangement of a group of measures in ascending (or descending) order, and indicates the number of times each measure is found in the cases under consideration.

"The First Quartile ( $Q^1$ ) or 25 percentile is that point on the scale below which exactly one-fourth of these cases fall, and above which three-fourths of the cases fall.

"The Median (mid-point) is that point on the scale which divides the distribution exactly in half, having one-half of the cases fall below and the other half above.

"The Third Quartile ( $Q^3$ ) or 75 percentile is that point on the scale below which fall exactly three-fourths of the cases, and above which one-fourth of the cases fall."



## PART II

### A. BOARDS OF EDUCATION

#### INDEPENDENCE AND DEPENDENCE—

One of the outstanding problems in American education is the relation of the Board of Education and the public schools to the municipality of which they are a part. There are many who hold the theory that public education is properly one department of the municipal organization, on an equality so far as city government is concerned with the police and fire departments. This theory implies that the mayor or the city council, or some municipal commission to whom this power is delegated, shall act upon the budget presented by the Board of Education, determine the amount which shall be appropriated for the public schools and levy the necessary tax along with the other city taxes. The opposite theory, repeatedly upheld by the courts, is that public education is distinctly a State function; that the State should delegate to the Board of Education the power to determine its own budget and to levy a sufficient tax, having regard only for State limitations as to the amount of the tax rate. In this report we have classified all Boards of Education in three groups, independent, dependent and special. Those which are in no way limited by the local city government but which determine the amount of their budget and levy their own tax are "Independent." Such Boards may be either elected by the people or appointed by the mayor or other officials. It is likewise possible that the tax which they levy may be certified to the regular city officials and collected along with the other city taxes. Boards which are really a subdivision of the municipal government and whose budget may be changed by municipal authorities are "Dependent."

#### SPECIAL OR MIDDLE GROUP—

One who has not made a study of the problem might suppose that it is a simple matter to classify any Board of Education in one of these two groups, but such is not the case. There are all degrees of variation from the Board which is completely independent in the full sense of the word, to those in a few of the Eastern cities whose budget must be passed on, and may be reduced by, as many as three or four different municipal authorities. In this middle group lie those Boards whose budgets are not passed upon by the

mayor or selectmen but by the entire group of voters assembled for that purpose in an annual town or school meeting. Other Boards of Education are not dependent upon municipal authorities, but are far from independent in that their budgets must be passed upon by some county or State commission or by some other specially constituted body not related to the municipal government. This middle group which is not definitely independent, and yet is not dependent upon the mayor or some municipal authority, is called "Special." All such Boards are dependent but in a different way and usually in a smaller degree than are those definitely named "Dependent."

In this middle group are placed the cities of New Jersey, where the budget must be passed upon by a special Board of School Estimate; the cities of Oklahoma where the Board is dependent upon an Excise Board; the Ohio cities whose budgets may be reduced by a special county commission; those New England cities whose budgets must be submitted direct to a town meeting of some sort, and many of the Western cities where some county authority determines the budget. Throughout the classification the fact as to whether or not the Board of Education was appointed or elected has been disregarded, though it may well be argued that an otherwise independent Board whose members are appointed by the mayor and who may be removed at his pleasure is in a very real sense dependent. A classification of Boards of Education must be either very general or must use at least nine or ten different groupings. For the purpose of this report the first plan seemed desirable.

#### FORTY-SEVEN PERCENT OF BOARDS INDEPENDENT—

It is accepted by those who have made a study of the problems of public education that Boards of Education should be independent. It will be seen in the first column of Table I that 176, or 47%, of those cities reporting have been so classified. Eighty, or 21%, are definitely dependent upon some municipal authority, while 121, or nearly one-third of the cities, fall in the middle or "Special" group. Among the geographical groups the Great Plains cities have the highest percent of independent Boards of Education. Seventy-seven percent of the Boards in this group are independent and the city of Milwaukee has the only Board which is definitely dependent. The highest percent of dependent Boards of Education is found in the cities of the Eastern States. Here 38% are dependent; 28% special and 34% independent. Because of the

prevalence of the county unit of organization in the Western States very many of these cities, 69%, are classed as "Special."

### INDEPENDENT BOARDS IN SMALL CITIES—

Among the size groups it will be noted that there is a distinct tendency in the large cities to make the Board of Education dependent upon municipal authority. Only 16%, of the cities smaller than 30,000 are dependent, but 31 and 32%, respectively,

**TABLE I—BOARDS OF EDUCATION**  
**INDEPENDENCE, ELECTION, NUMBER OF MEMBERS, TERM OF SERVICE AND PAY**  
**OF BOARDS OF EDUCATION**

CITIES	Number of Boards			Number of Boards		Per Cent. Elect-ed	Median Number Members per Board	Median years Term of Board Members	Per Cent. of cities All Board Members Paid	Median Yearly Salary of Those Paid
	Independ-ent	Spe-cial	Depend-ent	Elect-ed	Ap-pointed					
Small, Eastern.....	31	26	22	61	15	80.3	7	3	5.3	\$36.00
Small, Southern.....	18	4	8	22	8	73.8	6	4	36.4	40.00
Small, Great Lakes.....	33	28	7	55	13	80.9	5	3	27.1	150.00
Small, Great Plains.....	32	8	0	40	0	100.0	6	3	0.0	.....
Small, Western.....	4	18	0	22	0	100.0	5	4	9.1	140.00
Middle, Eastern.....	9	6	19	26	7	78.8	9	4	0.0	.....
Middle, Southern.....	6	0	5	6	5	54.5	7	4	0.0	.....
Middle, Great Lakes.....	15	11	3	24	5	82.8	6	3	27.6	300.00
Middle, Great Plains.....	7	4	0	11	0	100.0	7	3	0.0	.....
Middle, Western.....	7	3	1	6	0	100.0	5	3	60.0	360.00
Large, Eastern.....	4	5	8	8	8	50.0	9	3	6.3	1,200.00
Large, Southern.....	5	0	4	5	4	55.6	7	3	0.0	.....
Large, Great Lakes.....	2	5	2	8	1	88.9	7	4	14.3	100.00
Large, Great Plains.....	4	0	1	5	0	100.0	7	6	0.0	.....
Large, Western.....	4	3	0	6	1	85.7	7	4	57.1	500.00
Eastern.....	44	37	49	95	30	76.0	7	3	3.8	50.00
Southern.....	29	4	17	33	17	66.0	7	4	20.0	40.00
Great Lakes.....	50	44	12	87	19	82.1	6	3	26.3	180.00
Great Plains.....	43	12	1	56	0	100.0	6	4	0.0	.....
Western.....	10	24	1	34	1	97.1	5	4	26.5	860.00
Small.....	118	84	37	200	36	84.7	6	3	14.6	100.00
Middle.....	39	24	28	73	17	81.1	7	3	12.6	300.00
Large.....	19	13	15	32	14	69.6	7	4	13.6	600.00
All Cities.....	176	121	80	305	67	82.0	6	3	13.9	150.00

of the middle and large cities are dependent. Forty-nine percent of the small cities, 43% of the middle cities and 40% of the large cities are definitely independent.

The best interests of the public schools cannot be served in a city where the budget of the Board of Education may be reduced and remodeled by city officials who have not made a definite study of the needs of the schools. One of the most significant findings of this study is that only one-third of these cities are willing to be handicapped by such an organization of the public school system.

## BOARD OF SIX MEMBERS—

The number of members of the Boards of Education of these cities varies from three members in about 9% of the cities to a Board of twenty-one members in Wheeling, W. Va., and thirty members in Providence, R. I. Exactly one-fourth of the cities have Boards of five members and 22% of them have seven members. The median number of members per Board is six. The middle half of these cities have Boards of from five to nine members each. The largest Boards are in the Eastern and Southern cities and the smallest in the Western cities. In this latter group three-fourths of the cities have Boards of five members or fewer. These facts are shown in detail in Table I. A Board of Education of from five to seven members can work more effectively than a larger Board and can act on all important matters as a committee of the whole. Such a Board should not use standing committees.

## ELECTED BOARDS PREVAIL—

In accordance with the policy that Boards of Education should be independent of municipal control and party politics, it is desirable that their members should be elected directly by the people on non-partisan ballots, and should not be chosen from definite wards or other political divisions of the city.

In the cities reporting, it is found that 305 Boards of Education are elected and only 67 appointed. Of the 305 which are elected only 46 must have their members chosen from certain definite subdivisions of the city. Expressed in terms of percents, this means 18% of these cities have Boards whose members are appointed; 12% have Boards whose members are elected from definite wards and that 70% have Boards elected at large. Here again general practice agrees with the best principles of school organization. Table I shows the total number of elected and appointed Boards, and the percent of them which are elected, for each group of cities.

## TERM OF SERVICE—

The length of term of members of Boards of Education varies from one year in Rochester, N. H., to a life term in Savannah, Ga. The most usual term is for three years. Three hundred sixty-eight cities report the length of term of their Board members and of these 169, or 46%, use the three-year term. The next highest is 87 cities, or 24%, where the term is four years. The median

length of term for all cities is three years. There is a tendency toward a longer term in the larger cities. In slightly more than half of the cities election of Board members takes place annually and in most of the other cities every two years. These and other facts are shown under proper headings in Table I.

A term for Board members of three to four years with an election held annually or biennially means that members serve long enough to learn of school needs and to give constructive service. Under the direction of a continuing Board there is little danger of sudden radical changes in school policy, nor is there the necessity for turning over important financial and educational problems to an entirely new and inexperienced Board.

#### BOARD MEMBERS NOT PAID—

Table I also gives the facts concerning paid Boards of Education. In only 14% of these cities are Board members paid a salary for their services. The notable example of a paid Board of Education is in San Francisco. Here there is a Board of four members appointed by the mayor for a term of four years at an annual salary of \$3000 each. The median annual salary for paid Boards is \$150 per member. Only one-fourth of those cities which pay their Boards allow as much as \$400 a year. On the whole the practice is not one to be commended. Even a small salary tends to attract to the office inferior Board members rather than men and women whose active interest is for progress and efficiency in the schools.

### B. RECEIPTS

In this inquiry the receipts for the last fiscal year were classified under five headings—those from the State, federal government and county, and those from local taxes and non-revenue or miscellaneous sources. In cases where the balance remaining from the ensuing year was included among the receipts this amount was deducted. The grand total of receipts in all cities reporting was \$353,260,000. The expenditures by these same cities during this period were about \$2,000,000 less than the receipts. This is an average of almost \$1,000,000 for each city of whatever size.

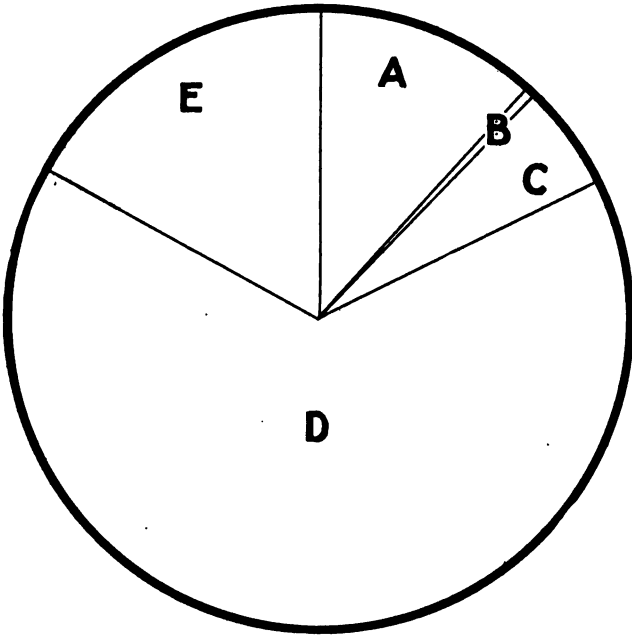
The total receipts for each city have been divided on a percent basis among the five sources and the average, median and quartile percents computed for each group of cities. Table II presents these in detail. The first quartile, or 25 percentile, is that percent below which lie one-fourth of the cases, and the

**TABLE II.—RECEIPTS**  
**MEDIAN PER CENT. OF RECEIPTS FROM EACH SOURCE AND LIMITS BETWEEN WHICH LIE FIFTY PER CENT. OF THE CASES**

CITIES	Median Per Cent. of Receipts From Each Source:					Limits Between Which Lie Middle 50% of Cases in Receipts From Each Source:				
	State	Federal Government	County	Local Taxes	Non-Revenue Sources	State	Federal Government	County	Local Taxes	Non-Revenue Sources
Small, Eastern.....	10.8	0.0	0.0	80.7	3.5	7.0—17.1	0.0—0.0	0.0—0.0	71.9—89.5	0.9—10.7
Small, Southern.....	17.4	0.0	0.0	67.7	3.1	5.2—27.0	0.0—0.1	0.0—0.9	58.4—77.1	1.1—15.6
Small, Great Lakes.....	10.6	0.0	0.0	76.7	6.4	5.0—14.9	0.0—0.0	0.0—1.4	60.6—83.7	2.5—25.1
Small, Great Plains.....	4.1	0.0	1.3	78.1	6.0	1.9—8.9	0.0—0.1	0.0—8.1	57.5—87.5	2.1—21.0
Small, Western.....	18.5	0.0	31.3	42.6	1.1	11.8—21.5	0.0—0.0	16.3—35.2	31.7—51.4	0.0—21.0
Middle, Eastern.....	10.0	0.0	0.0	76.5	4.7	5.6—22.3	0.0—0.1	0.0—0.0	65.1—90.2	0.7—17.2
Middle, Southern.....	16.9	0.0	0.0	73.1	4.6	11.0—22.8	0.0—0.0	0.0—0.8	52.7—78.4	1.7—21.2
Middle, Great Lakes.....	8.0	0.0	0.0	69.2	20.1	5.4—11.2	0.0—0.1	0.0—0.4	54.5—85.7	2.6—39.2
Middle, Great Plains.....	3.1	0.0	1.3	86.7	6.2	1.8—8.5	0.0—0.0	0.0—75.3	4.1—80.6	2.3—9.6
Middle, Western.....	13.3	0.1	20.3	55.2	6.9	5.7—17.2	0.0—0.1	12.5—32.0	39.6—62.2	3.0—25.6
Large, Eastern.....	8.7	0.1	0.0	79.0	7.3	1.6—21.5	0.0—0.2	0.0—0.0	53.7—88.7	1.1—21.8
Large, Southern.....	17.3	0.2	0.0	69.0	2.5	9.8—22.6	0.1—0.3	0.0—0.2	53.6—76.3	1.3—8.7
Large, Great Lakes.....	7.6	0.0	0.0	70.8	16.5	4.1—12.3	0.1—0.2	0.0—0.0	64.3—84.2	7.4—23.0
Large, Great Plains.....	7.2	0.2	0.0	81.1	11.1	5.0—8.5	0.1—0.2	0.0—0.2	62.3—89.1	4.2—30.4
Large, Western.....	14.9	0.1	11.4	63.0	7.2	11.8—17.1	0.0—0.2	0.0—24.4	43.1—72.2	5.0—13.3
Eastern.....	10.5	0.0	0.0	79.9	4.0	6.2—17.4	0.0—0.0	0.0—0.0	63.2—90.0	0.9—16.3
Southern.....	17.3	0.0	0.0	68.3	3.1	3.8—24.6	0.0—0.2	0.0—0.4	55.3—77.8	1.2—16.6
Great Lakes.....	9.3	0.0	0.0	74.1	10.3	5.1—13.6	0.0—0.1	0.0—0.8	60.4—84.4	2.3—23.8
Great Plains.....	3.9	0.0	0.7	80.0	6.3	1.9—7.9	0.0—0.2	0.0—7.8	56.3—89.1	2.4—13.8
Western.....	16.6	0.0	23.0	46.0	4.0	11.3—20.6	0.0—0.2	11.2—34.7	36.5—59.3	0.2—20.8
Small.....	10.5	0.0	0.0	75.5	4.6	5.1—16.9	0.0—0.0	0.0—1.9	53.1—86.5	1.2—17.7
Middle.....	9.4	0.0	0.0	73.0	6.2	5.0—13.4	0.0—0.1	0.0—0.3	56.3—87.9	1.5—23.9
Large.....	11.5	0.2	0.0	71.5	7.0	5.0—17.5	0.0—0.3	0.0—0.1	55.0—85.2	2.5—20.5
All Cities.....	10.1	0.0	0.0	74.2	5.3	5.0—16.7	0.0—0.1	0.0—1.1	57.7—86.7	1.4—19.6

third quartile, or 75 percentile, is that above which lie one-fourth of the cases. These quartiles are shown in the table as the limits between which are the middle 50% of the cases. Chart I presents in graphic form the distribution of receipts in terms of the averages of percents. These averages differ from the medians very

**CHART I**  
**Proportion of Total Receipts Derived from Each of Five Sources**  
**(Based on Average Percents for all Cities Reporting)**



A. The State.....	11.6%
B. The Federal Government.....	0.3%
C. The County.....	5.7%
D. Local Taxes .....	65.4%
E. Non-Revenue or Miscellaneous.....	17.0%

materially in the case of receipts from the federal government and from the county.

**FEDERAL SUPPORT**

Of all cities reporting 70% do not receive a dollar from the federal government. The median percent is therefore absolute zero, but the average percent is twenty-four one-hundredths of one

percent. This a very faulty measure of the central tendency for the group because it is so greatly influenced by the very high percent of receipts from this source in the case of Washington, D. C.

For the 30% of these cities which do receive funds from the federal government the median percent is one-third of one percent. For the small cities this median percent is 0.4; for the middle cities, 0.3; and for the large cities almost exactly one-fourth of one percent. In practically all cases except that of Washington this contribution from the federal government is from the Smith-Hughes fund.

#### COUNTY SUPPORT

Fifty-five percent of all the Western cities receive more than one-fifth of their total revenue from the county and a few of the Great Plains cities receive substantial amounts, but more than half of the cities get nothing at all from the county.

The average amount received from the county by all cities is between  $5\frac{1}{2}$  and 6%, but, as in the case of the receipts from the federal government, the median percent is zero.

#### MISCELLANEOUS OR NON-REVENUE RECEIPTS

The receipts from the miscellaneous or non-revenue sources show a very wide variation in the percents of the total because of the inclusion in this amount of the income from the sale of bonds or short time loans. The first part of Table III presents the data for the gross amounts received from the sale of bonds in each of the twenty-four groups and also the percent which that amount is of the total receipts of the groups. Since the sale of bonds is in most cases for the purpose of supplying funds for the securing of sites, the construction of new buildings and the remodelling of old buildings, this column of percents really constitutes a good index of the school building activities in the various groups. It will be found that they correspond closely to the expenditures for capital outlay as shown in Table VI. This agreement would be almost absolute were it not that the expenditure does not necessarily take place during the same fiscal year in which the bonds are sold.

#### ASSESSED VALUATIONS AND TAX RATES

Three hundred eighteen of these cities report a local tax rate for school purposes. Some of the other cities receive their local school funds in the form of a certain number of dollars per pupil and in some of the dependent cities a straight appropriation of a



TABLE III—BOND SALES AND TAX RATES  
INCOME FROM SALE OF BONDS AND DATA CONCERNING ASSESSED VALUATIONS AND TAX RATES

CITIES	Total Receipts	Received from Sale of Bonds	Per Cent. of Total Receipts From Sale of Bonds	Median Per Cent. Which Assessed Is of Real Valuation	Median Tax Rate Per \$100. Assessed Valuation	Limits Between Which Tax Rates of Middle 50% of Cities
Small, Eastern.....	\$12,808,356.16	\$416,725.61	3.3	75	\$1.22	\$0.87—\$1.70
Small, Southern.....	3,230,018.22	12,285.00	0.4	75	0.58	0.45—0.90
Small, Great Lakes.....	16,999,266.51	5,356,940.88	31.5	75	0.88	0.61—1.42
Small, Great Plains.....	8,199,604.68	718,271.03	8.8	70	1.35	0.96—1.58
Small, Western.....	5,224,210.44	887,554.86	17.0	49	1.27	1.06—1.47
Middle, Eastern.....	19,762,688.41	1,388,596.25	6.8	75	1.01	0.86—1.27
Middle, Southern.....	3,783,004.14	300,019.41	7.9	62	0.63	0.51—0.71
Middle, Great Lakes.....	20,801,340.54	3,913,865.47	18.8	70	1.03	0.77—2.13
Middle, Great Plains.....	6,805,604.75	459,126.88	6.8	38	1.08	0.59—1.45
Middle, Western.....	6,616,533.33	1,426,670.00	21.6	50	1.23	0.98—1.50
Large, Eastern.....	122,068,720.85	2,976,977.86	2.4	100	0.77	0.61—0.85
Large, Southern.....	14,462,189.98	240,000.00	1.7	75	0.48	0.42—0.53
Large, Great Lakes.....	60,039,166.82	3,349,014.80	5.6	100	0.80	0.65—0.90
Large, Great Plains.....	3,371,720.12	8,371,720.12	16.2	65	1.25	0.65—2.00
Large, Western.....	28,185,360.93	2,801,995.31	9.9	50	1.08	0.94—1.77
Eastern.....	154,639,765.42	4,782,299.72	3.1	75	1.10	0.82—1.44
Southern.....	21,476,212.29	552,304.41	2.6	75	0.56	0.45—0.74
Great Lakes.....	97,839,778.57	12,619,821.15	12.9	75	0.89	0.67—1.63
Great Plains.....	35,799,094.06	4,549,118.08	12.7	62	1.27	0.79—1.59
Western.....	40,025,104.70	5,116,220.17	12.8	50	1.25	0.98—1.53
Small.....	46,461,455.91	7,391,777.38	15.9	75	1.09	0.78—1.50
Middle.....	67,768,171.17	7,436,278.01	12.9	70	0.99	0.69—1.44
Large.....	245,549,822.96	12,739,708.09	5.2	89	0.79	0.54—0.98
All Cities.....	\$349,778,950.04	\$27,569,763.48	7.9	75	\$1.00	\$0.70—\$1.47

lump sum is made without any reference to the tax rate. For those cities reporting their tax rate the median rate per \$100 assessed valuation is exactly \$1.00. In one-fourth of the cities it is 70c or less, in another fourth it exceeds \$1.46. The median rate and the limits between which lie the middle 50% of the cases are shown in the last half of Table III. Comparison of the tax rates of cities means little unless one takes into consideration the percent which the assessed valuation is of the real valuation of taxable property. It is probable that a high degree of accuracy should not be claimed for the estimates of this percent as reported by the various cities. Supposedly competent judges will usually differ widely in making such an estimate for any given city. Of these estimates as given the median percent is 75. More than one-fourth of the cities report the assessed valuation as being equal to the real valuation while about one-third report it to be 50% or less.

The tax rate for school purposes in the Southern cities is very much lower than in the other sections of the country. In less than one-fourth of these cities is it as high as 75c per \$100, while the median for this group is only 50 cents. There is a definite tendency for the rate on the assessed valuation to be lower in the larger cities. In the small cities the median rate is \$1.09, in the middle cities 99c and in the large cities only 79c.

Less than half of these cities report a legal maximum for the school tax rate. For those reporting such a maximum the median is \$1.46; in one-fourth of these cities it is less than 96c; in the highest fourth it is \$2.17 or more. In almost none of the cities is there a legal minimum rate reported.

Table IV shows the total receipts for each group of cities as compared with the total expenditures in the same groups. There were eliminated from this table all those cities which did not supply data for both these items.

## C. EXPENDITURE

The data concerning expenditure for the last fiscal year were reported under the following eight main headings: general control, instructional service, operation of school plant, maintenance of plant, fixed charges, debt service, capital outlay and auxiliary agencies. This classification of expenditures has been standardized throughout the country and is now used in practically all school accounting.

**TABLE IV—RECEIPTS AND EXPENDITURES**

**TOTAL RECEIPTS AND EXPENDITURES AND DIVISION OF TOTAL EXPENDITURE AMONG  
CURRENT EXPENSE, DEBT SERVICE AND CAPITAL OUTLAY**

Cities	Number of Cities	Total Receipts	Total Expenditures	Current Expense	Of \$100 Total Expenditure Number of Dollars for:		
					Current Exp.	Debt Service	Capital Outlay
Small, Eastern.....	73	\$12,250,597.93	\$12,661,572.75	\$10,471,802.79	\$82.71	\$10.96	\$6.33
Small, Southern.....	27	3,230,018.22	3,511,345.60	2,589,778.26	73.75	6.00	20.25
Small, Great Lakes.....	65	16,239,272.26	13,022,222.29	9,095,023.33	69.84	18.28	11.88
Small, Great Plains.....	37	8,199,604.58	10,794,342.31	6,088,056.73	56.40	12.97	30.63
Small, Western.....	22	5,224,210.44	4,823,000.82	4,038,792.24	83.74	4.18	12.08
Middle, Eastern.....	32	19,284,478.91	19,483,638.20	16,164,371.70	82.96	7.46	9.58
Middle, Southern.....	11	3,733,004.14	4,023,843.86	2,863,511.04	71.16	12.94	15.90
Middle, Great Lakes.....	27	20,069,066.03	19,928,642.58	12,059,249.02	60.69	15.77	23.54
Middle, Great Plains.....	10	6,805,604.75	8,456,016.61	5,204,059.51	61.54	9.07	29.39
Middle, Western.....	6	6,615,533.33	6,629,445.83	4,431,362.80	66.84	9.20	23.96
Large, Eastern.....	16	128,027,625.14	121,232,351.11	106,070,059.69	87.49	5.89	6.62
Large, Southern.....	9	14,462,189.93	13,965,696.79	12,788,563.83	91.57	2.80	5.63
Large, Great Lakes.....	8	60,039,166.52	65,650,760.65	48,391,800.75	73.71	6.17	20.12
Large, Great Plains.....	4	20,793,884.73	20,000,482.10	16,126,406.83	80.63	8.52	10.85
Large, Western.....	7	28,185,360.93	26,893,568.29	22,600,325.48	84.04	5.00	10.96
Eastern.....	121	159,562,701.98	153,377,562.06	132,706,270.18	86.52	6.51	6.97
Southern.....	47	21,475,212.29	21,500,886.25	18,241,853.13	84.84	5.19	9.97
Great Lakes.....	100	96,397,504.81	98,601,625.52	69,582,078.10	70.67	9.54	19.89
Great Plains.....	51	35,799,094.06	39,260,841.02	27,418,523.07	69.85	10.21	19.94
Western.....	35	40,025,104.70	38,346,014.94	31,070,480.52	81.03	5.65	13.32
Small.....	224	45,193,703.43	44,812,483.77	32,283,458.35	72.04	12.46	15.50
Middle.....	86	56,557,687.16	58,521,587.08	40,753,554.07	69.65	11.09	19.26
Large.....	44	251,508,227.25	247,742,858.94	205,977,192.58	83.14	5.90	10.96
All Cities.....	*354	\$353,259,617.84	\$351,076,929.79	\$279,019,205.00	\$79.48	\$7.60	\$12.92

\*This table includes the data for Jersey City, N. J., and Geneva, N. Y., but there were eliminated from it the data for thirteen cities which did not report all the items presented here.

General control is another term for overhead expenses. It includes such items as the superintendent's salary and the expenses of his office, the cost of school elections, enforcement of compulsory attendance laws, maintenance of the offices of the Board of Education and other expense for research or business control.

The large item in instructional service is for teachers' salaries. It also includes the salaries and expenses of principals and super-

visors and the expenditure for commencement exercises, text books and other supplies used in instruction.

The operation of the school plant includes the wages of janitors and other employees, the cost of fuel, water and light, janitor supplies and the general care of grounds.

Maintenance includes the repair of buildings and the repair and replacement of equipment.

The items under fixed charges are pensions, rents, insurance, taxes, contributions and contingencies.

Debt service includes the payment of bonds and short term loans and the payment of interest on such bonds and loans.

Capital outlay is for the purchase of sites, the construction and equipment of new buildings and the alteration and equipment of old buildings.

The principal auxiliary agencies listed are libraries, health service, transportation of pupils, and the providing of lunches and recreation, community lectures and social centers.

Debt service and capital outlay are not considered as a part of the current expense of running the schools. "Current expense" is used throughout the report to refer to the total cost of the six other major items. Debt service is eliminated from current expense for two reasons: It is largely an indirect cost of capital outlay; and in many of the dependent cities this expenditure is carried by the city government and does not enter into the budget of the Board of Education. Table IV shows the gross amounts of total expenditures and current expenses for each of the groups of cities. In the last three columns of the table is shown a distribution of each \$100 of total expenditure among the three items of current expense, debt service and capital outlay. The current expense of these cities is 79% of the total expenditure; debt service is 7½% and capital outlay almost 13%.

## I. DISTRIBUTION OF TOTAL EXPENDITURE

The percent of the total expenditure of each city for each of these eight items has been figured and the averages, medians and quartiles of these percents computed. Table V presents the median percent of the total expenditure for each of these subdivisions in each group of cities. For all cities reporting these medians and quartiles are as follows:

	Median percent All cities	Percents between which middle 50% of cities lie
General Control.....	3.5	2.8— 4.5
Instructional Service....	61.1	52.2—68.7
Operation of Plant.....	10.1	8.2—12.4
Maintenance of Plant..	3.3	2.2— 4.9
Fixed Charges.....	0.9	0.3— 1.5
Debt Service.....	6.7	0.1—12.2
Capital Outlay.....	5.5	1.1—17.1
Auxiliary Agencies.....	1.3	0.6— 2.3

TABLE V—TOTAL EXPENDITURE  
DISTRIBUTION AMONG THE EIGHT ITEMS OF TOTAL EXPENDITURE

CITIES	Median Per Cent. of Total Expenditure for Each Item							
	General Control	Instructional Service	Operation of Plant	Maintenance of Plant	Fixed Charges	Debt Service	Capital Outlay	Auxiliary Agencies
Small, Eastern.....	4.1	64.2	11.1	3.1	1.1	7.7	1.8	1.4
Small, Southern.....	5.7	65.5	8.7	3.1	1.0	2.6	3.4	0.5
Small, Great Lakes.....	3.7	60.2	11.9	3.6	0.8	9.6	4.1	0.9
Small, Great Plains.....	3.6	57.5	10.8	3.9	0.8	6.2	8.9	1.4
Small, Western.....	3.8	67.2	9.8	2.5	0.8	0.0	7.1	1.9
Middle, Eastern.....	2.8	63.5	10.8	3.8	0.5	1.1	3.0	1.7
Middle, Southern.....	2.9	64.7	6.9	2.9	1.1	3.7	9.6	1.0
Middle, Great Lakes.....	2.7	51.2	8.5	3.3	0.8	10.6	18.7	1.2
Middle, Great Plains.....	2.4	50.7	8.2	3.7	0.9	7.3	23.2	1.0
Middle, Western.....	2.6	57.1	7.6	3.5	0.4	10.2	15.6	1.9
Large, Eastern.....	2.7	65.8	9.5	2.6	0.5	8.6	7.9	1.5
Large, Southern.....	2.1	74.0	10.1	3.0	0.5	0.3	4.1	0.9
Large, Great Lakes.....	2.5	58.9	8.3	3.8	0.4	7.2	18.3	1.3
Large, Great Plains.....	3.1	60.8	10.4	4.5	0.8	0.3	8.0	2.1
Large, Western.....	3.3	63.2	6.8	2.9	0.6	3.0	9.7	2.1
Eastern.....	3.7	64.6	10.7	3.4	0.9	6.8	2.8	1.5
Southern.....	3.5	67.0	8.3	3.0	1.0	1.3	4.8	0.9
Great Lakes.....	3.4	57.2	11.0	3.4	0.8	9.5	6.5	1.1
Great Plains.....	3.3	57.0	9.9	3.8	0.9	6.5	10.5	1.3
Western.....	3.5	63.3	8.9	2.7	0.8	0.4	9.3	1.9
Small.....	4.0	61.5	10.8	3.2	1.0	6.4	4.1	1.3
Middle.....	2.8	58.7	8.9	3.4	0.8	8.1	14.0	1.4
Large.....	2.8	65.3	9.3	3.4	0.7	5.0	8.8	1.5
All Cities.....	3.5	61.1	10.1	3.3	0.9	6.7	5.5	1.3

## DEBT SERVICE

There is a very wide variation in the percent of the total expenditure for debt service. In the geographical groups the median percent varies from four-tenths of one percent in the Eastern cities and one and one-third percent in the Southern cities up to nine and one-half percent in the Great Lakes group. The heavy expenditure for debt service in the Great Lakes cities is one of the outstanding features of the whole study. In one-fifth of these cities the expenditure for this item is more than 20% of the

total expenditure for all purposes. One-fourth of them spend more than 16½% and less than one-fourth of them as little as 5% for debt service. In a number of these cities, particularly in Ohio, this percent is between 30 and 35.

#### CAPITAL OUTLAY

The column of median percents for capital outlay in Table V shows a significant situation in the five groups. In the Eastern cities this median is only 2.8, but in the Western and Great Plains cities it is 9¼ and 10½%. Among the size groups the variation is even greater. Half of the small cities are investing less than 4% of their total expenditure in capital outlay. In the large cities the percent is 8.8. The middle cities outstrip both the other groups, one-half of them expending 14% or more for capital outlay.

#### ONLY 12% OF CAPITAL OUTLAY FOR OLD BUILDINGS—

Table VI presents the results of a detailed study of the expenditure for capital outlay in the various groups of cities. The total expenditure for this item has been divided between that for sites and new buildings and that for old buildings. These two expenditures are then shown in their relation to each other and in terms of the percent which each is of the total expenditure for all purposes. Nearly 88% of the total capital outlay is for sites and new buildings. The part of the total expenditure being spent for the alteration and equipment of old buildings is only 1.8%. The smallness of this amount is of particular interest in connection with the findings of this Committee in their report on School Housing Conditions in American Cities. This report shows that a large percent of the children in the public schools of American cities are continually menaced by the unsanitary conditions and fire hazards in many old school buildings now in use. How little is being done to remedy this condition is indicated by the findings of the present study. In the Eastern cities the condition is particularly bad. This group is spending on their old buildings considerably less than half as much as any other one of the geographical groups. It will be noted that the cities of over 100,000 population are expending only one-half as great a percent upon their old buildings as are the small and middle cities.

That more is being done to remedy conditions of congestion than to make old buildings fit for use is indicated by the comparison of the last two columns of Table VI. A comparison of the geographical and size groups in respect to their expenditure

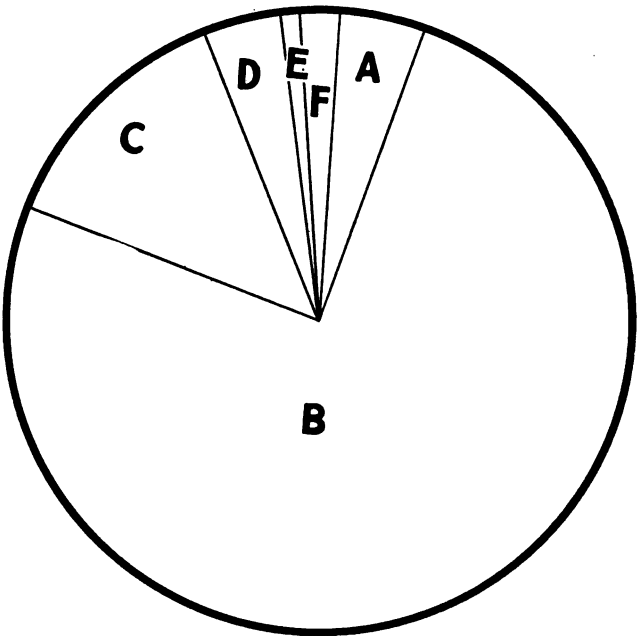
TABLE VI—CAPITAL OUTLAY

## RELATION OF CAPITAL OUTLAY TO TOTAL EXPENDITURES, AND DIVISION OF CAPITAL OUTLAY BETWEEN NEW AND OLD BUILDINGS

CITIES	Total Expenditure	Total Capital Outlay	Per Cent. of Total Exp. for Capital Outlay	Capital Outlay		Per Cent. of Capital Outlay for:		Per Cent. of Total Expenditure for:	
				for New Buildings	on Old Buildings	New Buildings	Old Buildings	New Buildings	Old Buildings
Small, Eastern.....	\$12,661,572.75	\$851,277.68	6.7	\$648,517.83	\$202,759.85	76.2	23.8	5.1	1.6
Small, Southern.....	3,812,499.83	772,626.72	20.3	499,311.98	273,314.79	64.6	35.4	13.1	7.2
Small, Great Lakes.....	13,513,070.27	1,944,475.44	14.4	1,647,723.63	296,751.81	84.7	15.3	12.2	2.2
Small, Great Plains.....	10,997,384.26	4,104,981.56	37.3	3,880,078.49	224,903.07	94.5	5.5	35.3	2.0
Small, Western.....	4,823,000.82	582,172.52	12.1	377,212.78	204,959.74	64.8	35.2	7.8	4.3
Middle, Eastern.....	19,483,638.20	1,983,677.27	10.2	1,839,217.98	144,459.29	92.7	7.3	9.4	0.8
Middle, Southern.....	4,023,843.86	590,308.31	14.7	552,596.36	37,711.95	93.6	6.4	13.7	1.0
Middle, Great Lakes.....	19,928,642.58	4,590,104.09	23.0	3,453,891.87	1,126,212.22	75.5	24.5	17.4	5.6
Middle, Great Plains.....	10,443,476.56	3,701,411.13	35.4	3,451,848.71	250,062.42	93.2	6.8	33.0	2.4
Middle, Western.....	6,629,445.83	1,664,079.28	25.1	1,628,290.07	35,789.21	97.8	2.2	24.6	0.5
Large, Eastern.....	121,232,351.11	10,363,391.24	8.5	9,383,500.46	979,890.78	90.5	9.5	7.7	0.8
Large, Southern.....	13,955,696.79	869,649.68	6.2	734,340.29	135,309.39	84.4	15.6	5.3	0.9
Large, Great Lakes.....	65,650,760.65	14,574,309.96	22.2	13,367,467.84	1,206,842.12	91.7	8.3	20.4	1.8
Large, Great Plains.....	21,030,555.67	2,251,707.16	8.4	1,813,984.61	437,722.55	80.6	19.4	6.7	1.7
Large, Western.....	26,893,568.29	2,383,382.39	10.7	2,068,946.64	814,435.75	71.7	28.3	7.7	3.0
Eastern.....	163,377,562.06	13,198,346.19	8.6	11,871,236.27	1,327,109.92	89.9	10.1	7.7	0.9
Southern.....	21,802,040.48	2,232,584.71	10.2	1,786,248.58	446,336.13	80.0	20.0	8.2	2.0
Great Lakes.....	99,092,473.50	21,108,889.49	21.3	18,479,083.34	2,629,806.15	87.5	12.5	18.6	2.7
Great Plains.....	42,471,416.49	10,058,099.85	23.7	9,145,411.81	912,688.04	90.9	9.1	21.5	2.2
Western.....	38,346,014.94	5,129,634.19	13.4	4,074,449.49	1,055,184.70	79.4	20.6	10.6	2.8
Small.....	45,807,527.93	8,255,533.92	18.3	7,052,844.66	1,202,689.26	85.4	14.6	15.6	2.7
Middle.....	60,509,047.03	12,529,580.08	20.7	10,935,344.99	1,594,235.09	87.3	12.7	18.1	2.6
Large.....	248,772,932.51	30,942,440.43	12.4	27,368,239.84	3,574,200.59	88.4	11.6	11.0	1.4
All Cities.....	\$355,089,507.47	\$51,727,554.43	14.6	\$45,856,429.49	\$6,371,124.94	87.7	12.3	12.8	1.8

for new buildings shows essentially the same condition as regards their expenditure on old buildings. The Eastern and Southern cities are investing very little in capital outlay. The Western cities are in the middle position while the Great Lakes and Great Plains cities are leading with a total expenditure of 21 and 24% for capital outlay on old and new buildings.

CHART II  
 Distribution of Current Expense among Six Major Items  
 (Based on Median Percents for all Cities Reporting)



A. General Control.....	4.4%
B. Instructional Service .....	74.3%
C. Operation of Plant.....	12.8%
D. Maintenance of Plant.....	4.1%
E. Fixed Charges.....	1.1%
F. Auxiliary Agencies .....	1.7%

2. DISTRIBUTION OF CURRENT EXPENSE

We have defined current expense as the total of the amounts spent for general control, instructional service, operation and maintenance of school plants, fixed charges and auxiliary agencies. As in the case of receipts the current expense of each city was divided on the basis of the percent for each of these major items. From



the distribution of these percents for each item the medians and quartiles were computed. These percents for each group of cities are shown in Table VII. Having excluded the widely variable expenditure for debt service and capital outlay we find reasonably close agreement in all groups of cities with respect to the remaining items.

### GENERAL CONTROL

The median percent for general control in all these cities is 4.4. The middle half of these cities spend between 3.3 and 5.7% of their current expenses for this item of overhead. There is no significant difference in the median percents in the five geographical

TABLE VII—CURRENT EXPENSE  
DISTRIBUTION AMONG THE SIX ITEMS OF CURRENT EXPENSE

	MEDIAN PERCENT OF CURRENT EXPENSE FOR EACH ITEM					
	General Control	Instructional Service	Operation of Plant	Maintenance of Plant	Fixed Charges	Auxiliary Agencies
Small, Eastern.....	4.8	73.1	13.5	3.5	1.3	1.6
Small, Southern.....	6.4	74.6	9.7	3.7	1.1	0.6
Small, Great Lakes.....	4.9	71.0	15.2	4.9	1.2	1.1
Small, Great Plains.....	5.0	71.7	13.9	5.1	1.1	1.9
Small, Western.....	4.0	77.1	11.9	3.2	1.0	2.2
Middle, Eastern.....	3.3	76.2	12.4	4.3	0.5	1.8
Middle, Southern.....	3.4	79.2	9.4	3.7	1.5	1.4
Middle, Great Lakes.....	4.3	72.4	13.7	5.5	1.3	2.2
Middle, Great Plains.....	4.1	75.4	11.9	5.3	1.2	1.5
Middle, Western.....	4.3	76.9	9.8	5.0	0.5	2.7
Large, Eastern.....	3.4	77.6	12.3	3.8	0.7	1.7
Large, Southern.....	2.2	82.8	10.5	3.3	0.5	0.9
Large, Great Lakes.....	3.0	78.1	11.0	4.7	0.6	1.7
Large, Great Plains.....	4.1	75.0	12.1	5.3	1.0	2.3
Large, Western.....	4.2	77.3	8.0	3.2	0.7	2.3
Eastern.....	4.2	74.5	12.9	3.8	1.1	1.9
Southern.....	4.8	78.0	9.8	3.4	1.3	1.1
Great Lakes.....	4.7	71.9	14.5	4.9	1.1	1.5
Great Plains.....	4.5	72.3	12.9	5.3	1.1	1.8
Western.....	4.2	77.4	10.8	3.3	1.0	2.2
Small.....	4.9	72.8	13.5	3.8	1.2	1.6
Middle.....	3.8	75.1	12.2	4.8	1.1	1.8
Large.....	3.6	77.4	11.4	4.1	0.8	1.8
All Cities.....	4.4	74.3	12.8	4.1	1.1	1.7

groups, but there is a very clear tendency for the percent to be higher in the smaller cities. In the small cities the median percent is 4.9, in the middle cities it is 3.8 and in the larger cities 3.6.

### INSTRUCTIONAL SERVICE

The median for instructional service for all cities is 74% of the current expense. The middle half of the cities expend between 70 and 77% for this item. The greater part of this expenditure in

all cities is for teachers' salaries. The facts for this part of the cost of instruction are shown in detail in Table VIII.

The median percent of the current expense for instructional service varies from 72% in the Great Lakes and Great Plains cities to 78% in the Southern cities. This high percent for the Southern cities considered in connection with the comparatively low salaries to teachers in this group, as shown in the first report of this committee and in other studies, indicates that the total expenditures of these cities for the other items of current expense

TABLE VIII—TEACHERS' SALARIES AND EXPENDITURE FOR HEALTH SERVICE  
RELATION TO CURRENT EXPENSE OF TEACHERS' SALARIES AND EXPENDITURE FOR  
HEALTH SERVICE

CITIES	Current Expense	Teachers' Salaries	Per Cent. of Cur. Exp. for Teachers' Salaries	Health Service	Amount for Health Service out of each \$100. Cur. Exp.
Small, Eastern.....	\$10,348,031.84	\$6,207,821.69	60.0	\$88,713.65	\$0.86
Small, Southern.....	2,868,711.65	1,831,480.11	63.8	11,531.26	0.40
Small, Great Lakes.....	9,095,028.33	5,465,291.30	60.1	61,322.62	0.67
Small, Great Plains.....	6,088,056.73	3,649,553.38	59.9	49,283.00	0.81
Small, Western.....	4,088,792.24	2,550,405.44	63.2	17,462.49	0.43
Middle, Eastern.....	16,164,371.70	10,241,533.27	63.4	140,788.30	0.87
Middle, Southern.....	2,863,511.04	1,950,079.32	68.1	30,784.67	1.08
Middle, Great Lakes.....	12,095,249.02	7,391,937.32	61.1	89,662.50	0.74
Middle, Great Plains.....	6,024,960.80	3,283,371.99	54.5	38,356.45	0.64
Middle, Western.....	4,481,362.80	2,784,327.98	62.8	39,573.55	0.89
Large, Eastern.....	106,070,095.69	74,829,792.79	70.5	408,401.87	0.39
Large, Southern.....	12,788,563.83	9,030,123.06	70.6	75,984.53	0.59
Large, Great Lakes.....	48,391,800.75	24,605,734.97	50.9	98,920.77	0.20
Large, Great Plains.....	17,074,624.95	10,927,002.90	64.0	157,069.34	0.92
Large, Western.....	22,600,325.48	15,393,106.89	68.1	33,227.17	0.15
Eastern.....	132,582,499.23	91,279,147.75	68.9	637,903.82	0.48
Southern.....	18,520,786.52	12,811,632.49	69.2	118,250.46	0.64
Great Lakes.....	69,582,078.10	37,462,963.59	53.8	249,905.89	0.36
Great Plains.....	29,187,642.48	17,859,928.27	61.2	244,708.79	0.84
Western.....	31,070,480.52	20,727,840.31	66.7	90,253.21	0.29
Small.....	32,438,620.79	19,704,501.92	60.7	228,303.02	0.70
Middle.....	41,579,455.36	25,651,249.88	61.7	339,165.47	0.82
Large.....	206,925,410.70	134,785,760.61	65.1	773,553.68	0.37
All Cities.....	\$280,943,486.85	\$180,141,512.41	64.1	\$1,341,022.17	\$0.48

are very much lower than they are in the other geographical groups.

There is a marked tendency to devote higher percents of the current expense to instructional service in the larger cities. The median percent for the cities under 30,000 is 73, in the middle cities it is 75 and in the cities of over 100,000 it is almost 77½ %.

#### OPERATION OF SCHOOL PLANT

The median percent of expenditure for operation of school plants is 12.8. The middle half of these cities expend between 11

and 15% for operation. Largely because of the smaller expenditure for fuel, this percent is particularly low in the Southern and Western cities, where the median is 10 to 11%. In the other geographical groups it runs from 13 to 14½%.

As in the case of general control the cost of operation is relatively smaller in the larger cities. The median percent for the small cities is 13.5, in the middle cities 12.2 and in the large cities 11.4.

#### MAINTENANCE

The principal charge to maintenance is for repairs. The median percent for all cities is 4%, with the middle half of the total group falling between 2¾ and 6%. As in the case of the expenditure for capital outlay the cities of from 30,000 to 100,000 lead the other two size groups in the percent of their expenditure for maintenance.

#### FIXED CHARGES

The middle half of these cities expend from ½ to 2% of their current expense for fixed charges such as pensions, rent, insurance and taxes. The middle line falls at 1.1%. As in the case of general control and operation this expenditure is smaller in the larger cities.

#### AUXILIARY AGENCIES.

The expenditure for auxiliary agencies, including as it does the cost of maintaining libraries and providing health service and recreation, may be considered one of the best indications of progress in these city school systems. The smallest expenditure for this item is in the Southern cities where the median percent is 1.1. The greatest expenditure for auxiliary agencies is in the Western cities where the percent is 2.2. The median percents in the other groups are as follows: In the Great Lakes cities, 1.5; in the Great Plains cities, 1.8; and in the Eastern cities, 1.9. In the size groups the middle cities take the lead with a median percent of 1.84. The percent for the large cities is 1.78 and for the small cities 1.63.

The median percent for all cities is 1.7 with the middle half expending between 0.8 and 3.0%.

### 3. EXPENDITURE FOR TEACHERS' SALARIES

The most important subdivision of the expense for instructional service is that for teachers' salaries. Table VIII presents the gross amounts expended for such salaries in each group of cities and, in another column, the percent which that amount is of the

current expense. The total expenditure for teachers' salaries is more than \$180,000,000, 64 percent of the total for current expense. These percents in the various sections of the country run from 54 percent in the Great Lakes cities to 69% in the Eastern and Southern cities. The high percent in these latter groups is partly accounted for by the small expenditure for other items of current expense. In the small cities 61% of the total is for teachers' salaries. In the middle cities it is 62% and in the larger cities 65%.

#### 4. EXPENDITURE FOR HEALTH SERVICE

The last half of Table VIII shows the total expenditure for health service in these groups of cities and the amount out of each \$100 of current expense which is devoted to this important work. These totals include the entire expenditure for medical inspection and dental and nurse service in these cities. The total for all cities reporting is \$1,341,000, or only 46 cents for each \$100 of current expense—less than one-half of 1 percent. There is notable variation in these amounts in the various geographical groups. In the Western cities it is only 29 cents per \$100. In the Great Plains cities it is 84 cents, nearly three times as much. In the Great Lakes it is 36 cents, in the Eastern cities 48 cents and for the Southern cities 64 cents. In the size groups it is 37 cents for the large cities, 70 cents for the small cities and 82 cents for cities from 30,000 to 100,000 population.

#### LESS THAN 35 CENTS A YEAR PER PUPIL—

How small this expenditure really is may be better understood if one compares it with the expenditure for teachers' salaries. For every \$64.12 spent for teachers' salaries 48 cents is spent for health service, or about \$12 for health service to every \$1600 for teachers' salaries. This means that the schools of American cities are expending for health service less than \$12 annually upon each group of children allotted to one teacher. In terms of the amount per pupil, the expenditure is less than 35 cents per year. If this health expenditure were confined to nurse service alone, eliminating the more expensive medical inspection and dental service, the total amount would supply one nurse for not fewer than 4000 children. In other words, this total expenditure allows less than one-third of the minimum amount needed for nurse service alone, with absolutely nothing provided for medical inspection and dental service.

## PART III

# FACTS FOR INDIVIDUAL CITIES

In Tables IX-XXIII are given certain facts for each of the 377 cities which participated in this survey. From these tables one may secure detailed data as to the dependence or independence of any Board of Education and the total receipts, total expenditures and current expenses of each of the cities for the last fiscal year.

### EXPLANATION OF TABLES

The first column of each table has the heading, "Board of Education," with the letter I, D or S opposite the name of each city. These are the initial letters of Independent, Dependent and Special. For full definition of these terms as used in this report, see page 10.

The second column of each table is the total receipts for each city, balances from the preceding year having been deducted. The five columns following give the distribution of receipts from each source correct to tenths of a percent. The "Non-Revenue" percent includes all receipts not properly listed under any one of the other four. The receipts from tuition, which are really revenue receipts, are included in this column.

In the eighth column is given the total expenditure for school purposes in each of the cities reporting this item. In the two columns which follow are shown the percents, correct to tenths, which the expenditures for debt service and for capital outlay are of the total expenditure.

The remaining columns of each table give the total current expense for the schools of each city in the group, and the percent of that expense which is devoted to each of the six major items.

The medians, and in some cases the quartiles and averages, of these percents for each of the fifteen small groups will be found in the preceding tables of the report. It should be remembered that the data for Jersey City, N. J., and Geneva, N. Y., were added to these tables after these measures were computed.

Because their estimated population was higher than the census figures since published, a few cities are placed in Group I in this report which were in Group II in the second report.

TABLE IX—79 SMALL EASTERN CITIES  
INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:							
		Total Receipts	State	Fed. Gov't.	County	Local Taxes		Non-Rev- enue	Debt Ser- vice	Capital Out- lay	Current Expense	Gen- eral Con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'ty.	Aux. Agen- cies
		\$201,781.41	5.8			94.2	0.1	\$201,781.51		1.2	\$199,469.33	2.4	87.5	6.2	2.5	0.3	1.2
D	S	282,525.40	7.4			92.2	0.4	280,317.69	13.7	6.0	224,999.74	3.8	70.9	15.4	4.5	1.3	4.2
S	D	184,247.35	21.5	0.1		76.6	1.9	139,464.73		10.6	124,710.98	5.7	73.8	11.6	4.4	1.0	3.5
D	D	281,066.82	20.7			73.6	5.8										
S	S	286,036.43	19.1			28.6	52.3	232,903.63	8.4	30.2	143,103.18	4.3	75.9	14.1	3.9	0.3	1.5
S	D	65,453.54	1.1	0.8		77.3	20.8	65,199.42	8.9	0.8	58,879.42	7.1	67.7	18.0	1.9	3.1	2.2
D	D	291,737.47				99.8	0.2	55,255.38	10.5	33.2	310,503.94	3.3	76.2	15.1	2.5	0.1	2.9
S	S	288,585.89	34.6			63.4	2.0	290,924.51	10.2	1.8	256,161.64	3.2	76.7	11.3	4.5	2.8	1.6
S	S	123,750.06	12.7			87.3		151,222.39	5.5	13.5	122,525.71	4.5	76.0	13.0	3.6		3.0
S	S	116,902.76	24.2			67.1	8.8	116,902.76	2.4		114,069.26	4.8	79.8	9.5	4.2	0.3	1.5
I	I	78,733.53	14.6			63.9	16.5										
I	I	187,536.62	2.2	0.3		93.6	3.9	187,427.90	13.7	23.6	185,154.05	4.2	73.4	17.0	3.8	0.5	1.1
I	I	242,221.56	10.2	0.1		86.6	3.2	241,138.85	20.4	0.6	151,275.57	8.8	69.0	15.0	2.6	4.6	
I	I	97,095.90	15.7			55.4	28.9	96,796.71			76,487.96	8.2	73.1	12.3	2.7	3.3	0.4
I	D	75,823.23	12.1			87.0	0.9	92,559.80	11.5	14.1	68,856.59	5.7	78.7	7.8	2.9	3.3	1.6
S	S	121,002.78	10.2			89.5	0.3	113,755.82	4.8		108,316.82	5.0	69.5	15.6	4.5	0.9	4.5
D	D	259,890.87	0.3	0.3		89.9	4.4	252,996.17	6.5	0.5	236,286.71	2.2	71.5	13.1	4.3	0.2	8.7
S	D	121,628.94	10.6		25.2	85.9	3.5	121,424.12		0.3	121,074.12	3.4	78.3	9.3	4.8	1.5	2.7
I	I	123,335.24	19.4			62.3	18.2	130,980.71	9.0	1.6	117,117.82	5.0	65.0	10.7	11.4	6.9	0.9
D	D	251,837.79	9.7			77.2	13.1	221,484.91	23.4	10.5	146,283.55	6.0	71.2	18.7	2.2	1.2	5.8
D	D	121,974.60	5.1			90.6	4.3	121,974.60	9.7	3.6	105,730.64	4.5	73.8	15.1	2.0	2.0	2.6
D	D	98,000.00	7.4			86.6	6.0	98,000.00		4.8	98,268.26	4.5	71.3	13.2	3.9	0.7	6.5
S	S	214,453.44	22.8			67.5	9.6	258,316.87	13.8	2.0	217,536.58	4.8	72.8	14.4	6.0	1.0	1.1
I	I	135,444.00	9.2			72.4	18.4	132,470.62	16.7	5.4	103,296.27	9.7	68.3	12.7	4.7	1.5	3.1
I	I	134,869.48	13.9			77.5	8.6	100,489.54		18.5	81,921.69	7.0	70.5	14.6	2.9	2.2	2.8
I	S	171,121.67	9.8			89.4	0.8	154,286.24		1.1	152,598.11	3.6	74.5	14.4	3.0		4.4
I	I	158,974.01	22.0			77.3	0.7	181,194.36	24.4	7.3	123,770.95	4.7	76.7	12.0	3.0	2.0	1.7
I	I	165,632.50	7.9			57.5	34.6	165,249.74	35.5	1.6	103,844.63	5.9	74.5	10.6	3.6	2.7	2.7

TABLE IX—79 SMALL EASTERN CITIES—Continued

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:						
		State	Fed. Gov't.	County	Local Taxes	Non-Rev. Revenue	Debt Service		Capital Outlay	General Control		Inst. Service	Operation of Plant	Maintenance	Fixed C'ty.	Aux. Agencies		
Gloucester, Mass.	D	306,093.99	0.7	0.1	98.2	1.1	306,293.76	1.2	2.1	296,163.40	2.7	69.2	16.2	5.6	1.1	5.1		
Hackensack, N. J.	S	384,702.76	20.6		63.2	16.2	382,818.50	15.3	0.4	322,392.74	4.0	78.8	10.8	4.8	0.4	1.3		
Homestead, Pa.	I	225,681.06	9.4	4.0	79.8	6.1	241,328.69	25.5		179,690.74	0.3	78.6	12.2	5.7	2.8	0.3		
Hornell, N. Y.	I	124,753.85	14.4		77.4	5.6	121,321.22	4.1	2.5	113,382.68	5.6	77.2	13.2	1.2	1.6	1.3		
Jeannette, Pa.	I	80,153.28	14.4		79.3	6.4	115,815.55	11.4	23.8	75,043.02	10.1	74.5	9.8	3.2	1.7	0.8		
Jeanette, Pa.	I	83,957.47	16.9		81.9	1.2	88,118.80	13.8	4.7	71,858.60	10.3	65.3	19.4	2.5	1.7	0.8		
Larrobe, Pa.	I	151,744.57	8.7		53.4	37.9	151,744.57	26.4	4.2	105,318.69	5.0	75.0	13.3	3.3	3.0	0.4		
Lebanon, Pa.	I	223,708.43	15.7		77.4	6.9	207,706.33	8.1	13.2	163,569.29	6.0	69.8	16.1	2.9	3.5	1.6		
Little Falls, N. Y.	I	128,265.69	10.4		86.9	0.5	124,776.81	9.8	11.1	98,614.19	5.5	68.8	14.7	6.6	2.5	1.9		
Marlborough, Mass.	D	122,002.00	13.1		86.9		129,570.00	3.6	0.1	124,875.00	4.1	70.4	17.6	3.3	4.6			
Methuen, Mass.	S	193,769.86	8.5	0.1	88.3	2.8	199,912.13	11.5	0.2	176,509.86	8.6	74.0	14.2	4.6	0.4	3.3		
Middleboro, Mass.	D	173,265.88	0.2		88.0	11.8	84,925.07			84,925.07	6.3	71.9	12.2	2.9		6.7		
Middletown, Conn.	S	159,997.54	5.1		74.8	20.1	168,862.24	15.1	0.3	142,893.50	5.6	75.6	13.1	3.0	1.1	1.6		
Milford, Conn.	D	76,835.00	7.4		92.6		75,977.53			75,977.53	3.7	69.8	16.8	6.6	2.9	0.2		
Millville, N. J.	S	149,338.00	19.2		80.4	0.4	144,848.00		0.3	144,398.00	3.9	75.7	9.6	2.4	1.6	6.8		
Montclair, N. J.	S	797,216.55	17.3	0.1	51.4	31.3	788,748.25	16.4	10.8	570,877.64	8.0	74.9	14.7	4.8	1.5	1.0		
Nanticoke, Pa.	I	226,536.27	14.8		71.4	13.9	225,314.48	21.8	2.6	170,880.49	7.3	69.4	15.0	4.5	1.7	2.2		
New London, Conn.	D	197,957.83	7.3		92.2	0.5												
Norwood, Mass.	I	165,030.00			99.1	0.9	214,154.50	22.4	1.0	164,141.76	3.7	70.6	15.1	6.8	0.6	3.2		
Old Forge, Pa.	I	117,772.21	10.8		51.4	37.8	88,366.74	16.5		73,624.38	6.0	67.9	19.0		4.4	2.6		
Olean, N. Y.	I	215,609.55	12.3		84.6	3.1	226,948.82	5.6	7.2	198,022.00	4.5	73.6	12.7	3.8	3.9	1.5		
Phillipsburg, N. J.	S	173,934.08	19.4		76.6	4.0	127,305.89			127,305.89	4.2	74.8	11.8	9.1	0.8	0.1		
Phoenixville, Pa.	I	78,463.95	16.9		75.3	7.8	113,656.11	38.3	0.8	69,295.45	8.6	72.9	12.6	1.2	0.8	4.0		
Plainfield, N. J.	S	325,221.67	34.6		59.3	6.1	405,957.52	9.2	14.6	309,119.27	4.7	76.3	14.4	2.7	0.4	1.5		
Portsmouth, N. H.	D	135,656.87			96.8	3.2	135,656.87		1.8	133,154.04	1.7	80.7	12.4	4.4		0.9		
Pottstown, Pa.	I	132,474.01	20.2		76.9	2.9	134,523.74	7.5	0.7	123,537.49	5.3	77.6	10.0	2.6	4.2	0.8		
Railway, N. J.	S	141,627.00	34.6		95.9	29.5	111,339.84		8.5	103,839.84	6.8	76.5	10.2	3.0	0.7	2.8		
Rochester, N. H.	S	68,875.89			97.3	2.7	70,709.79		1.5	69,635.17	2.9	65.3	14.3	1.9	4.1	11.1		
Rockland, Maine	D	62,106.11	23.5		73.4	3.2	66,466.80		0.2	66,810.80	2.3	71.1	22.5	4.1				
Rutherford, N. J.	S	130,734.02	26.3		72.9	0.8	180,877.62	9.0		164,623.98	1.6	83.1	10.5	3.5	1.3	0.1		

**TABLE IX—79 SMALL EASTERN CITIES—Concluded**  
**INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES**

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Total Expenditure			Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:						
		Total Receipts	State	Fed Gov't	County	Local Taxes	Non-Rev- enue	Total Expenditure	Debt Ser- vice	Capital Out- lay	Current Expense	Gen- eral Con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'g's	Aux. Agen- cies		
Saratoga Springs, N. Y.	I	108,345.34	17.8			80.5	1.7	108,345.34	3.9	1.3	102,798.25	8.9	71.3	18.2	2.8	1.9	2.0		
Saurus, Mass.	D	153,368.75	13.8			86.2		173,896.81	12.2	13.1	129,943.14	3.1	76.4	13.8	5.2		1.6		
Sayre, Pa.	I	100,184.86	11.0			63.3	25.7	100,344.04	25.8	5.5	68,967.04	8.7	68.8	13.8	1.3	3.4	4.0		
Shamokin, Pa.	I	170,974.79	15.8			77.5	6.6	183,276.59	22.6		141,886.06	4.6	72.6	13.2	5.7	3.2	0.8		
Sharon, Pa.	I	196,591.07	11.2			85.3	8.5	196,142.14	5.1	7.1	172,097.64	6.8	70.1	11.6	5.2		1.3		
Shelton, Conn.	D	93,488.27	5.7			94.1	0.2	98,488.27		0.4	93,109.02	5.1	72.3	11.1	2.1	2.2	7.2		
Southington, Conn.	I	112,223.53	4.8			90.2	5.0	91,962.08		0.7	91,315.90		83.1	12.5	3.1	1.1	0.2		
Stratford, Conn.	D	130,945.24	6.5			93.5		130,940.24		2.5	127,669.47	5.2	79.7	10.9	2.8	0.6	0.7		
Swampscott, Mass.	S	91,567.28				100.0		91,532.05		0.2	91,342.56	5.0	77.8	13.7	2.7		0.8		
Tarentum, Pa.	I	123,318.88	9.2		0.2	61.2	29.5	123,211.08	16.0	15.0	85,096.60	6.1	70.1	13.5	8.6	1.4	0.4		
Tyrone, Pa.	I	104,235.46	13.0			52.2	34.8	104,173.69	22.8		80,433.15	8.3	67.2	13.0	6.6	3.8	1.2		
Wakefield, Mass.	S	190,700.00	10.3	0.1		88.3	1.4	236,660.66		18.2	193,629.45	3.5	75.8	10.1	9.3	0.1	1.1		
Watervliet, N. Y.	I	86,637.15	18.3			80.9	0.8	86,500.00			86,500.00	5.5	70.5	16.3	3.5	1.5	2.7		
Webster, Mass.	S	121,974.60	7.9			90.2	1.9	124,340.71	7.7	5.4	114,364.71	5.1	71.2	12.7	5.1	0.4	5.5		
Westerly, R. I.	S	113,050.63	5.7	1.2		87.6	5.5	113,107.78		0.4	106,957.23	5.0	68.6	15.7	3.0	1.1	6.6		
Weymouth, Mass.	S	155,988.36	10.2	0.1		88.3	1.4	158,471.70		3.8	152,394.92	2.6	76.3	13.5	2.6		5.0		
Wilkesburg, Pa.	I	366,527.00	6.7			89.9	3.4	383,501.57	25.1	0.3	289,684.72	5.3	72.9	15.2	2.8	3.8			
Winchester, Mass.	S	152,260.00				100.0		152,259.68		1.5	149,986.91	4.3	75.2	14.5	3.5		2.5		
Winsted, Conn.	D	55,940.73	11.0			89.0		56,042.73		4.6	53,473.94	6.4	71.6	13.9	1.1	1.3	5.7		



TABLE X-34 MIDDLE CITIES, EASTERN

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Per Cent of Tot. Exp. for:			Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't	County	Local Taxes	Non-Rev. Revenue	Total Expenditure	Debt Service	Capital Outlay	Current Expense	General Control	Inst. Service	Operation of Plant	Maintenance	Fixed C'g's	Aux. Agencies
Allentown, Pa.	I	\$734,895.05	10.4			85.1	4.6	\$750,927.93	16.4	2.2	\$611,258.09	4.8	72.9	10.6	6.0	1.8	4.0
Altoona, Pa.	I	609,379.04	11.1	0.2		62.9	25.7	597,055.02	17.1	0.3	493,324.99	4.2	71.0	13.4	6.3	2.1	3.1
Amsterdam, N. Y.	I	279,513.73	11.5			65.8	22.7	277,450.93	15.3	4.1	223,820.94	4.6	69.2	13.0	4.5	1.5	7.2
Bayonne, N. J.	I	1,716,117.7	731.7	0.2		80.2	17.6	1,784,068.78		18.6	964,294.05	4.8	77.1	10.7	4.5	0.4	2.5
Brookton, Mass.	D	699,077.35				89.2	10.8	623,222.87			623,222.87	1.6	90.3	6.7			1.4
Brookline, Mass.	D	510,711.02	7.6			89.3	3.1	513,667.02			513,667.02	3.9	74.2	13.8	5.7	0.5	1.9
Easton, Pa.	I	467,143.90	8.9			44.4	45.8	475,661.04	27.5	7.5	309,137.80	6.1	66.9	11.6	8.0	1.8	5.5
East Orange, N. J.	I	848,773.11	23.0		0.9	41.9	35.1	801,992.57	10.2	24.2	526,212.15	3.3	79.5	13.4	2.4	0.1	1.3
Elizabeth, N. J.	S	710,480.00	41.3	0.1		54.1	4.7	755,306.27		9.0	687,054.23	3.6	75.8	12.0	5.5	1.8	1.4
Elmhurst, N. J.	D	442,924.79	12.2	0.6		81.2	6.0	452,516.37	1.6	8.0	409,312.19	2.8	80.5	10.6	4.0	0.5	1.6
Everett, Mass.	D	533,307.41	9.0	0.1		90.7	0.3	455,833.68		0.2	454,773.02	2.3	79.7	15.0	2.9		0.2
Harrisburg, Pa.	I	1,197,017.05	9.3			70.2	20.5	1,181,945.46	13.1	27.0	708,522.21	4.3	74.6	12.4	3.6	2.0	3.0
Hazleton, Pa.	I	512,314.14	9.7			47.7	42.7	443,806.89	5.5	33.7	269,493.38	5.0	71.7	13.1	4.3	2.4	3.4
Holyoke, Mass.	I	597,688.52	0.6		0.2	98.6	0.6	672,718.16		3.0	652,317.70	3.5	77.7	14.8	2.0	0.2	1.9
Jamestown, N. Y.	D	402,380.17	11.7			83.6	4.7	413,456.84	13.0	2.9	347,985.81	3.4	74.1	13.3	4.7	2.1	2.4
Lewiston, Maine.	D	174,144.33	40.7	0.1		58.5	0.7	174,144.38			174,144.38	3.9	74.3	12.9	7.4	0.3	1.2
Meriden, Conn.	I	383,190.84	4.9			94.7	0.4	383,190.84		3.7	389,062.23	2.0	81.1	10.3	4.4	0.6	1.7
New Britain, Conn.	I	592,066.64	6.4			76.5	17.1	666,444.56	12.3	13.2	497,066.53	3.2	78.6	10.4	4.3	1.3	2.2
New Brunswick, N. J.	D	393,974.57	22.1			69.1	8.8	646,733.54	8.5	38.3	343,835.79	3.1	83.1	8.8	3.4	0.8	0.9
Newburgh, N. Y.	I	257,069.96	25.2			72.6	2.2	254,584.38		0.7	252,915.23	3.7	77.2	11.4	4.9	1.3	1.6
Newport, R. I.	D	291,521.48	2.5	0.1		91.3	6.2	283,796.96			283,796.96	2.4	73.8	13.7	9.6		0.4
Newton, Mass.	D	225,132.51	14.6			76.0	8.5	222,802.15	12.8	3.3	186,885.73	5.2	71.8	12.2	6.6	2.7	1.6
Norristown, Pa.	I	650,367.44	33.4			66.4	0.2	645,984.96	0.6	0.1	641,074.15	2.9	79.9	11.3	4.0	1.1	0.9
Pasatic, N. J.	D	605,044.81	2.0	0.1		97.2	0.7	608,419.68		0.6	605,046.83	3.2	74.1	12.4	10.1		0.3
Pawtucket, R. I.	D																
Perth Amboy, N. J.	S	385,994.76	29.0			69.8	1.2	406,203.29	8.4	3.4	357,955.43	2.8	83.0	9.9	2.6	0.4	1.3
Pittsfield, Mass.	D	478,209.50	10.0			90.1		478,209.50			478,209.50						
Portland, Maine	D	604,268.09	30.2	0.3		69.5	9.8	614,257.73		1.6	604,270.35	1.9	73.8	17.9	6.8		2.2
Poughkeepsie, N. Y.	D	263,538.03	12.7			77.5	8.3	235,341.31	16.0	0.1	221,213.99	3.8	72.7	15.5	8.8	2.1	2.6
Schenectady, N. Y.	D	1,983,737.63	8.8			99.7	33.7	1,235,730.17		0.7	1,019,318.07	2.5	77.4	12.9	3.2	0.3	3.4
Somerville, Mass.	D	881,523.59		0.3		97.7	0.1	915,449.26		0.5	910,858.26	2.1	76.4	12.3	5.2	0.4	3.7
Stamford, Conn.	D	428,360.20	5.8			91.2	3.6	578,883.65		21.7	453,295.47	2.6	80.2	10.6	4.3		2.3
Waterbury, Conn.	D	1,216,330.80	5.6			93.6	0.7	1,786,274.90	10.5	21.9	1,174,511.03	1.9	78.4	17.3	1.4	0.5	1.1
Woonsocket, R. I.	D	271,450.18	4.0			90.1	5.9	271,217.01		0.4	270,175.77	3.9	72.6	17.6	4.3	0.5	

TABLE XI-17 LARGE EASTERN CITIES.

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:						
		State	Fed. Gov't.	County Taxes	Local Taxes	Non-Rev. Revenue	Debt Service		Capital Outlay	Current Expense	Gen-eral Con-trol	Inst. Ser-vice	Opera-tion of Plant	Main-tenance	Fixed C'g's.	Aux. Agen-cies	
Boston, Mass.	I	9,467,770.77	1.6	0.3		97.4	0.8	\$9,088,181.58	11.8	5.8	\$7,484,313.91	4.5	75.2	11.1	5.3	2.2	1.7
Buffalo, N. Y.	D	6,895,040.95	7.2	0.2		66.3	26.3	6,696,571.58	11.2	10.8	5,217,040.87	2.4	72.1	14.1	7.4	2.1	2.0
Camden, N. J.	S	1,280,741.04	23.3			51.9	24.9	1,246,511.99	7.9	21.2	953,923.79	3.4	77.7	13.4	3.8	0.7	1.0
Fall River, Mass.	D	1,401,160.32	0.7	0.1		38.0	1.2	1,401,160.32	5.8	3.6	1,273,794.84	2.4	74.5	15.0	6.5	0.3	1.2
Jersey City, N. J.	S	4,051,798.01	27.4	0.1		35.6	36.9	3,665,163.13	6.8	25.6	2,477,248.70	8.8	75.6	12.5	5.0	0.7	2.3
Newark, N. J.	S	5,053,735.63	33.6	0.1		54.6	11.7	4,966,267.02		4.8	4,726,460.38	4.0	82.5	9.0	2.4	0.1	1.9
New Bedford, Mass.	D	1,077,909.63	0.3		0.3	98.4	1.0	1,531,626.34	23.4	7.8	1,053,895.81	3.7	78.6	12.4	2.4	0.2	2.7
New Haven, Conn.	D	1,996,785.98	4.5			95.5		1,916,318.85		12.1	1,634,620.59	1.5	84.5	9.9	1.6	0.7	1.7
New York City, N. Y.	D	7,996,611.95	16.0	0.1		83.3	0.1	7,949,717.06			6,569,927.98	3.9	86.4	6.5	2.0	0.2	1.4
Patterson, N. J.	S	1,488,336.82	27.6	0.2		52.3	19.4	1,503,172.51	3.4	13.2	1,253,857.74	2.5	83.6	9.6	2.7	0.6	1.0
Pittsburgh, Pa.	I	8,747,466.84	6.7			69.6	23.7	8,306,415.56	11.2	2.0	7,209,082.66	4.4	74.8	12.4	4.5	3.1	0.8
Providence, R. I.	D	2,191,179.01	1.6	0.5	4.1	91.0	2.9	2,177,647.18	9.4	4.1	1,884,499.91	3.2	77.0	13.0	4.2	0.1	2.5
Reading, Pa.	I	5,660,561.03	19.6			78.6	1.8	895,843.15	25.1	0.7	664,092.60	5.0	77.6	12.9	2.2	1.0	1.2
Rochester, N. Y.	D	5,324,662.28	10.6	0.2		80.2	39.0	5,316,884.34	11.5	23.9	3,435,647.76	2.6	77.2	12.3	3.9	0.9	3.1
Scranton, Pa.	I	1,214,043.79	14.2			84.6	1.2	1,216,237.99	6.9	4.2	1,135,312.84	4.0	74.9	11.7	5.6	2.1	1.9
Springfield, Mass.	D	3,186,310.08	0.4	0.1		79.5	20.0	2,873,076.06	11.5	19.5	1,984,120.49	2.3	74.2	14.3	3.8	0.3	5.1
Trenton, N. J.	S	1,114,804.95	31.1			52.4	16.6	1,097,709.59		14.4	940,163.52	3.3	77.9	11.8	5.0	0.6	1.4

TABLE XII—30 SMALL SOUTHERN CITIES

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:						
		State	Fed. Gov't.	County	Local Taxes	Non-Rev. Revenue		Debt Service	Capital Outlay		General Control	Inst. Service	Operation of Plant	Maintenance	Fixed C'gs.	Aux. Agencies	
Americus, Ga.	I	843,419.49	19.4	1.1		76.4	3.1	\$45,839.44	3.0	1.4	\$43,383.11	7.8	81.3	6.7	3.4	0.8	
Blairsville, W. Va.	I	182,951.00				100.0		164,381.64	5.0	21.0	121,980.76	4.0	75.1	13.1	3.0	3.5	1.4
Bowling Green, Ky.	I	42,861.03	26.4			58.1	15.6	39,493.05	8.6	0.6	37,688.05	15.1	69.0	10.7	3.2	1.6	0.5
Clarkville, Tenn.	I	53,230.13	16.4		62.4	19.7	1.6	58,130.90	6.8		54,172.23	6.2	70.1	15.3	3.0	3.8	1.6
Columbus, Miss.	D	80,954.10	12.1			70.3	17.1	66,840.58	6.6		62,452.28	8.0	85.1	6.2		0.7	
Fairmont, W. Va.	I	288,901.70	8.7			75.7	15.6	289,704.90	9.6	21.3	200,205.95	5.5	80.6	9.0	2.9	2.1	
Ft. Smith, Ark.	I	45,117.43	2.8			80.5	16.7	54,804.48			54,804.48	15.4	71.3	8.7	4.5		
Frankfort, Ky.	I	66,814.31	27.1			65.3	7.6	70,987.76			70,987.76	6.3	74.4	12.5	5.3	1.5	
Fredrick, Md.	I	405,434.24	22.2	0.1		77.3	0.4	410,209.43	0.3	28.7	291,858.56	3.6	80.8	9.7	3.4	0.5	2.3
Hagerstown, Md.	S																2.0
Hattiesburg, Miss.	D	65,657.82	29.2		10.6	59.3	1.0	302,525.00		70.7	88,525.00	5.1	81.8	8.6	4.0	0.6	
Henderson, Ky.	D	66,814.31	27.1			65.3	7.6	70,987.76			70,987.76	6.3	74.4	12.5	5.3	1.5	
Kinston, N. C.	I	77,515.70	54.8	2.0	2.0	38.0	3.2	75,509.83			74,612.59	4.7	82.5	6.6	3.4	3.6	0.6
Marshall, Texas	I	200,305.01	0.6	0.5		94.6	4.3	202,480.37	9.4	19.1	144,864.30	3.7	73.6	11.3	3.1	0.8	7.5
Morgantown, W. Va.	D																
Orlando, Fla.	D	56,242.34			61.0	39.0		245,322.15	5.1	70.7	59,370.97	12.7	72.0	4.5	1.6		9.3
Owensboro, Ky.	I	97,338.73	28.2	0.4		59.6	11.8	99,353.98		6.7	92,689.88	7.0	75.0	13.4	2.2	1.6	0.9
Paducah, Ky.	I	137,295.96	30.7			67.1	2.2	138,507.02		15.3	117,253.35	5.4	72.7	9.6	7.0	0.3	5.8
Palmetto, Fla.	I	79,094.45	25.8		0.4	45.1	28.5	83,371.02	1.1		67,637.02	4.3	75.0	11.8	5.1	3.2	0.1
Parkersburg, W. Va.	I	308,149.75	0.5	0.1		97.5	2.0	308,472.55	9.6		278,722.55	3.1	72.6	10.5	9.6	1.1	3.1
Port Arthur, Tex.	I	243,036.06	14.0		0.3	69.1	16.6	217,500.95	17.8		178,869.31	8.4	66.3	11.3	4.2	3.8	5.9
Ranger, Tex.	I	68,403.39	24.8		1.1	74.1		60,590.00			49,093.00	9.4	73.4	7.9	1.6	2.4	0.5
Rocky Mount, N. C.	S	63,295.21	17.4		17.4	64.3	0.5	69,030.04	4.1	1.3	54,427.80	7.6	62.5	9.8	14.6	6.0	0.1
Rome, Ga.	I	62,800.29	21.3	0.5		69.6	8.6	62,800.29		2.1	61,211.39	4.8	80.9	8.5	4.6	1.1	
Suflow, Va.	D	60,680.77	15.6			82.4	2.0	60,680.57	3.5		56,585.02	5.0	79.6	10.0	4.4	1.0	
Texasarkans, Tex.	I	80,802.55	31.0			67.7	1.4	71,871.59	0.5	4.7	68,154.48	6.5	75.8	9.1	7.7	1.0	
Waycross, Ga.	I	40,376.81	35.0			63.7	1.3	45,603.63	2.2		38,785.79	8.3	78.5	7.3	4.8	0.3	0.2
West Palm Beach, Fla.	S	240,420.21	4.7	0.8	33.2	39.0	42.4	133,650.02	1.4	24.4	39,243.79	7.6	68.7	6.6	2.7	1.2	3.7
Williamson, W. Va.	I	60,532.59	1.8			98.2		61,172.00	11.0	6.1	51,545.00	11.8	63.0	15.4	2.7	2.4	4.6
Winchester, Va.	D	78,708.10	7.0			19.1	74.1	77,379.11		37.1	48,700.64	21.2	67.1	14.8	1.6	0.6	4.7

TABLE XIII—11 MIDDLE CITIES, SOUTHERN

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't.	County	Local Taxes		Non-Rev. Revenue	Debt Service		Capital Outlay	Gen-eral Con-trol	Inst. Ser-vice	Opera-tion of Plant	Main-tenance	Fixed C'g'd.	Aux. Agen-cies
Austin, Tex.	I	\$309,134.68	25.1		1.1	49.4	24.5	\$296,599.18	19.5	2.4	\$231,690.90	3.7	82.8	10.3	1.6	0.5	1.1
Columbus, Ga.	D	137,644.86	16.9			78.6	4.6	187,015.74		9.6	169,015.74	3.4	75.8	7.6	7.5	1.4	4.3
Covington, Ky.	I	279,062.99	24.2			74.4	1.4	287,898.00	19.8		259,706.82	3.4	75.9	15.7	3.8	1.2	0.4
Lexington, Ky.	I	262,117.63	20.1			78.0	1.9	456,199.07	47.3	0.6	237,719.82	6.2	71.6	11.0	5.7	1.9	
Mobile, Ala.	I	197,830.00	22.3			72.1	5.6	263,059.00	0.8	10.9	232,400.00	6.0	79.4	6.7	3.3	2.7	1.9
Montgomery, Ala.	D	177,775.00	19.0		28.8	50.6	1.6	165,950.71		1.2	164,015.63	4.6	82.9	7.3	1.1	2.1	2.0
Portsmouth, Va.	D	379,231.46	18.4	0.1		65.1	21.5	394,322.82	0.2	27.1	286,723.41	2.9	81.4	9.7	3.1	1.5	1.4
Roanoke, Va.	D	384,602.23	10.2			87.7	2.1	385,771.08		28.3	276,502.67	2.4	84.2	9.4	1.5	2.1	0.5
Savannah, Ga.	I	897,079.34	8.2			33.6	58.2	898,322.48	26.7	24.9	434,656.97	3.7	82.7	7.2	3.7	2.2	0.5
Wheeling, W. Va.	I	496,323.95	0.5	0.1		79.2	20.1	426,503.78	3.7	4.8	390,228.78	1.9	72.7	7.3	11.1	0.6	6.4
Winston-Salem, N. C.	D	262,202.00	14.9		25.7	58.8	0.6	262,202.00	3.7	27.4	180,851.00	2.9	79.2	12.8	4.6	0.6	

TABLE XIV—9 LARGE SOUTHERN CITIES

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't.	County	Local Taxes	Non-Rev. revenue		Debt Service	Capital Outlay	Current Expense	Gen-eral Con-trol	Inst. Ser-vice	Opera-tion of Plant	Main-tenance C'g'n.	Aux. Agen-cies	
Atlanta, Ga.	I	\$1,604,408.00	9.1	0.1		90.0	90.8	\$1,595,374.03	0.3	14.1	\$1,366,063.26	1.7	83.0	10.5	3.1	1.6	0.1
Fort Worth, Tex.	I	801,657.96	22.1		0.1	73.6	4.3	811,543.09	14.5	4.9	654,609.78	3.6	82.8	9.4	1.9	0.2	2.1
Houston, Tex.	D	920,492.08	29.2	0.2	0.2	69.0	1.5	920,492.08			916,688.00	1.9	85.8	10.7	2.2	0.5	0.9
Louisville, Ky.	I	1,524,983.08	22.6	0.2		73.2	4.4	1,410,816.00	0.2	1.7	1,350,058.00	6.4	77.3	10.5	3.7	1.0	1.1
Nashville, Tenn.	D	567,898.38	9.4	0.1	55.5	32.5	2.5	544,071.64			534,076.71	2.1	78.4	12.8	5.9	0.1	0.3
New Orleans, La.	I	2,076,753.15	17.8	0.4		58.8	23.1	1,893,981.45	1.3	0.5	1,860,955.95	2.6	84.4	6.6	3.1	2.8	0.6
Richmond, Va.	D	1,304,438.33	22.6	0.3		84.6	2.5	1,296,572.74		2.9	1,259,053.68	2.2	79.1	11.4	4.2	1.0	2.2
San Antonio, Tex.	I	1,183,604.38	22.8	0.2	0.3	54.9	21.9	1,208,587.37	7.9	16.2	917,489.69	4.4	83.0	7.9	3.3	0.5	0.9
Washington, D. C.	D	4,464,054.15		49.6		49.6	0.8	4,284,308.39	1.5	6.8	3,928,971.81	1.8	76.9	13.0	6.0	0.3	1.9

TABLE XV—68 SMALL GREAT LAKES CITIES  
INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:			Current Expense	Per Cent of Current Expense for:				
		Total Receipts	State	Fed. Gov't.	County Taxes	Non-Rev- enue		Debt Ser- vice	Capital Out- lay	Gen- eral Con- trol		Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'g's	Aux. Agen- cies
Adrian, Mich.	S	\$148,461.85	14.7	0.6	68.7	16.1	\$199,823.09	5.2	2.3	\$129,298.68	5.1	67.8	13.7	13.0	0.3	0.1
Albion, Mich.	S	103,214.20	14.9	0.4	79.2	5.0	114,651.03	19.8	10.4	80,013.79	5.7	75.3	13.4	2.8	0.4	2.5
Albion, Ohio	S	272,145.44	4.6	0.1	98.4	2.0	298,781.67	18.5	7.1	222,304.03	3.6	74.2	17.8	8.0	0.2	1.8
Alpena, Mich.	D	123,263.42	28.4	0.4	48.1	23.0	127,189.78	18.5	8.2	103,647.14	2.6	73.8	15.6	8.4	1.4	3.2
Alton, Ill.	I	211,824.62	8.8		88.1	3.1	217,867.53	8.4	3.2	208,331.52	2.6	68.5	15.1	7.7	0.9	1.1
Anderson, Ind.	I	274,113.59	18.3	1.4	74.4	4.0	271,742.49	5.1	6.9	238,989.96	2.8	79.1	14.7	1.6	0.8	1.0
Ann Arbor, Mich.	I	293,753.97	10.8		84.3	4.9	276,115.51	7.2	5.6	240,043.65	5.1	70.3	11.7	8.3	1.9	7.7
Appleton, Wis.	I	201,023.15	11.4		87.7	2.4	296,980.07	27.1	3.6	206,888.09	1.4	73.6	15.2	3.5	4.1	2.3
Bellefontaine, Ohio	S	176,216.23	2.2		36.3	61.5	114,455.80	36.3	3.3	72,940.50	5.9	58.6	17.3	11.9	3.9	2.4
Beloit, Wis.	I	742,259.56	2.7		29.5	65.6	477,696.65	8.5	49.3	201,643.62	8.4	70.5	16.4	6.0	2.1	1.6
Bloomington, Ind.	S	122,461.28	18.2		76.6	8.7	118,877.40	12.6	5.4	97,548.53	5.0	74.4	12.7	1.9	1.4	4.7
Cairo, Ill.	I	79,610.90	14.8		83.1	2.1	138,856.13	2.5	8.3	123,766.15	4.9	76.6	9.1	6.3	1.4	1.8
Centralia, Ill.	I	92,589.42	11.3		88.1	0.6	80,492.30	3.4	0.7	77,255.30	6.6	64.6	18.2	16.1	0.4	0.1
Champaign, Ill.	I	174,781.33	6.8		76.4	17.3	222,069.35	9.1	20.6	156,197.91	3.7	73.3	16.0	8.8	1.2	2.0
Chicago Heights, Ill.	I	126,002.60	11.5		87.8	0.7	147,123.80	2.7	29.0	100,374.17	7.2	71.8	17.2	2.7	0.6	1.0
Chillicothe, Ohio	S	134,414.34	5.0		92.9	2.1	131,531.37	11.4		116,632.39	4.3	70.5	15.3	2.9	2.1	4.5
Cleveland Heights, Ohio	S	3,607,328.38	0.3		4.9	91.4	1,316,671.92	8.9	64.7	347,560.17	6.6	75.9	13.2	1.3	3.0	0.8
Coelebrook, Ohio	S	132,236.86	8.9		71.0	25.1	134,165.86	30.5	7.8	82,634.86	9.3	68.6	14.5	8.7	0.6	2.8
Crawfordsville, Ind.	S	201,892.83	6.1		60.1	33.8	187,645.87	17.5	25.7	106,532.30	6.9	78.1	13.9	2.2	2.9	1.1
East Liverpool, Ohio	S	382,397.38					355,092.42	40.9	1.5	204,619.37	1.9	72.2	15.5	6.4	0.1	3.9
Eau Claire, Wis.	D	326,903.86	9.7		42.8	41.8	345,088.38	25.9	18.6	191,621.96	3.4	68.6	16.7	4.6	2.5	4.3
Elwood, Ind.	D	102,013.15	17.3		77.4	5.2	96,501.18	15.5		81,761.18	4.4	72.1	16.7	6.1	0.7	
Elyria, Ohio	S	1,074,232.56	1.1	0.5	17.9	80.5	693,082.52	59.9	6.5	199,049.88	3.6	70.2	17.6	4.9	2.6	1.0
Findlay, Ohio	S	177,170.29	3.7		92.9	3.4	181,189.98	26.5		133,066.56	5.6	77.2	16.8	2.3	0.1	6.8
Frankfort, Ind.	S	124,956.05	10.5	0.1	77.2	10.7	109,419.75	12.5	0.1	96,636.98	5.6	67.4	16.3	3.4	0.4	
Freeport, Ill.	I	174,072.14	6.3		85.3	6.8	164,945.33	7.7	2.6	147,990.33	1.5	76.1	15.3	3.6	2.4	1.2
Galesburg, Ill.	I	361,496.34	5.0	1.0	60.9	33.2	207,571.53	5.7	5.7	196,738.71	3.1	70.0	15.9	6.5	3.2	1.5
Goshen, Ind.	S	98,916.00	11.1		83.7	6.2	102,330.97	0.9	2.5	95,917.09	5.5	71.0	19.3	3.1	0.6	0.5
Granite City, Ill.	I	167,623.76	8.4		72.7	18.8	166,100.49	5.2	4.3	140,369.37	6.7	74.6	10.7	4.9	2.6	1.6
Harvey, Ill.	I	43,264.16	14.3		85.7		72,318.34	4.5	5.8	65,155.34	6.5	67.3	19.1	3.9	1.2	2.0
Huntington, Ind.	I	185,688.69	8.7		87.0	4.3	183,529.76	7.5	15.6	126,741.35	4.5	60.9	23.7	4.9		6.0
Ironton, Ohio	S	165,590.04	5.2		52.7	42.1	183,574.82	2.7	18.5	109,270.98	4.5	76.3	14.5	3.1	0.9	0.6
Ironwood, Mich.	S	290,463.84	12.4	1.5	75.0	11.2	289,536.00	13.8	12.3	212,690.00	4.9	70.2	14.8	8.9	1.3	
Kankakee, Ill.	I	189,712.54	13.6		82.3	4.1	162,378.30	2.0	4.3	142,635.71	3.9	72.6	19.8	2.7	0.4	0.5

TABLE XV—68 SMALL GREAT LAKE CITIES—Concluded  
INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Total Receipts	Per Cent of Total Receipts from:				Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:					
			State	Fed. Gov't.	Local Taxes	Non- Revenue		Debt Ser- vice	Capital Out- lay	Current Expense	Gen- eral Con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance C'g'a.	Aux. Agen- cies
Kent, Ohio.....	S	\$100,582.83	4.3	.....	78.0	17.7	\$148,617.16	16.0	43.5	\$80,260.42	7.0	59.5	11.5	19.7	1.0
La Salle, Ill.....	I	79,851.61	16.7	.....	82.8	0.5	67,957.00	8.8	.....	61,957.00	7.8	66.5	14.4	9.3	0.3
Logansport, Ind.....	I	262,215.58	13.1	.....	76.7	9.6	184,725.10	8.4	1.0	167,419.59	5.6	78.5	11.1	3.1	1.7
Ludington, Mich.....	I	74,660.00	26.5	.....	0.8	.....	70,754.00	0.3	.....	70,544.00	2.9	76.4	13.6	5.2	0.2
Manitowish, Mich.....	I	143,758.63	16.6	.....	72.7	32.4	146,422.70	20.7	3.0	111,698.22	4.3	75.6	14.8	3.6	0.5
Mansfield, Ohio.....	S	222,940.22	5.0	0.8	30.8	63.4	320,324.21	25.9	1.7	232,042.83	2.8	67.0	12.7	17.5	0.1
Marion, Ohio.....	S	123,041.37	6.0	.....	61.8	2.3	136,914.32	3.7	0.7	130,909.32	4.3	68.5	15.4	11.4	0.4
Marquette, Wis.....	D	110,345.01	16.7	.....	14.8	5.6	113,457.81	5.1	.....	113,457.81	5.1	70.3	15.8	5.8	1.0
Marquette, Mich.....	S	372,201.27	17.4	.....	12.2	70.0	433,055.00	1.0	4.4	114,482.00	6.6	72.8	15.3	1.9	0.5
Merrill, Wis.....	D	62,539.88	19.1	.....	16.0	61.6	61,161.95	.....	.....	61,161.95	6.8	77.7	12.3	3.0	0.2
Michigan City, Ind.....	I	193,793.91	14.9	.....	62.6	21.2	206,738.71	29.0	.....	146,951.29	4.2	62.7	21.7	9.5	0.8
Middletown, Ohio.....	I	337,792.98	4.7	.....	21.0	73.7	337,792.98	.....	.....	.....	4.2	80.0	11.7	1.4	1.5
Mishawaka, Ind.....	I	255,020.36	7.8	.....	49.0	43.2	159,588.75	10.8	4.8	134,635.10	4.9	69.0	14.2	11.0	0.3
Monmouth, Ill.....	I	112,704.00	5.6	.....	80.3	14.2	146,324.21	11.8	4.1	123,107.21	5.1	64.2	14.5	7.3	4.5
Monroe, Mich.....	I	197,544.80	10.1	0.2	50.7	39.0	140,200.11	13.1	6.4	112,914.61	.....	.....	.....	.....	.....
Mt. Vernon, Ohio.....	S	89,322.65	4.1	.....	84.7	11.3	131,987.77	82.6	.....	88,951.23	5.1	70.7	20.8	2.7	0.1
New Philadelphia, Ohio.....	S	119,310.80	5.1	0.1	90.3	4.6	113,280.90	16.3	.....	94,759.90	4.9	67.2	22.7	2.5	0.3
Ottawa, Ill.....	I	54,097.45	18.0	.....	81.1	0.9	74,835.14	9.6	.....	67,635.14	6.9	50.4	17.6	20.3	4.8
Owosso, Mich.....	I	188,450.00	11.7	0.4	1.3	76.9	183,450.00	8.6	9.5	159,400.00	3.6	76.4	12.2	5.0	1.3
Port Huron, Mich.....	I	267,977.69	17.0	.....	59.5	23.5	267,979.69	13.2	4.3	221,221.75	8.4	72.4	17.1	2.6	1.9
Richmond, Ind.....	I	292,750.22	10.2	1.1	80.7	8.1	275,132.06	6.2	5.2	243,823.57	4.4	74.5	14.1	5.3	0.9
River Rouge, Mich.....	I	61,197.05	24.6	.....	1.9	78.5	84,955.04	7.5	1.7	77,221.54	7.0	69.6	13.4	4.5	1.6
Sault Ste. Marie, Mich.....	I	192,300.00	15.2	.....	88.5	1.2	242,429.50	26.8	4.0	167,309.51	2.5	70.4	17.1	5.8	3.9
Streator, Ill.....	I	100,563.47	14.3	.....	85.0	0.7	103,582.57	7.2	1.4	94,654.72	6.1	68.1	19.3	5.4	1.1
Tiffin, Ohio.....	S	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Warren, Ind.....	S	86,504.82	12.9	0.2	84.4	2.5	87,560.50	9.5	.....	79,268.00	5.3	72.3	18.0	3.6	0.3
Warren, Ohio.....	S	859,379.99	1.8	.....	39.3	59.0	596,205.44	9.7	21.9	408,006.90	3.5	72.7	12.2	9.8	0.8
Washington Ct. House, Ohio.....	S	101,085.02	0.3	0.3	52.9	46.5	103,182.87	85.6	.....	66,476.69	5.7	67.8	16.2	10.2	0.3
Watertown, Wis.....	S	60,832.63	13.8	.....	13.0	67.0	79,707.82	.....	.....	78,173.87	6.0	75.7	12.2	6.1	.....
Waukegan, Ill. (El.).....	I	213,309.16	4.7	.....	69.5	25.9	163,093.65	10.3	3.9	139,935.87	3.1	72.0	13.1	8.8	1.0
Waukegan, Ill. (H. S.).....	I	77,741.94	.....	.....	58.9	41.1	75,741.88	11.1	13.9	56,836.77	10.7	67.9	12.6	3.5	3.3
Wausau, Wis.....	D	160,140.16	16.8	.....	68.5	2.6	189,728.08	0.3	10.0	170,234.00	3.6	71.2	19.8	2.1	2.8
Zanesville, Ohio.....	S	252,248.67	4.7	.....	91.3	4.1	286,355.06	34.1	0.2	183,284.45	4.3	70.4	14.0	7.7	1.1

TABLE XVI—29 MIDDLE CITIES, GREAT LAKES

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:			Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't.	County	Local Taxes		Non-Rev. Revenue	Debt Service	Capital Outlay	Current Expense	Gen-eral Con-trol	Inst. Ser-vice	Oper-ation of Plant	Main-tenance	Fixed C'ts	Aux. Agen-cies
Aurora, Ill. (East Side)	I	\$177,240.16	14.4			78.5	7.1	\$227,853.00	10.2	11.0	\$179,423.00	4.6	69.7	18.2	6.4	0.4	0.7
Aurora, Ill. (West Side)	I	89,730.69	9.7	0.2		88.6	1.5	144,173.28	7.6	16.0	110,118.17	4.3	71.2	17.9	2.6	1.2	1.2
Battle Creek, Mich.	I	616,607.24	9.7		0.3	62.2	27.8	745,108.82	17.8	21.9	449,038.35	6.0	71.4	11.1	7.4	1.5	4.4
Danville, Ill.	I	406,984.21	8.0			91.0	1.1										
Decatur, Ill.	I	482,109.14	7.3			89.3	3.4	700,219.15	21.2	28.8	350,148.06	5.6	68.8	11.9	6.9	1.1	5.7
East Chicago, Ind.	S	876,271.29	11.6		0.7	86.5	1.2	584,397.05	5.5	42.1	306,259.84	4.4	72.5	15.9	3.4	2.0	1.9
Ellettsburg, Mich.	S	2,234,957.70	5.0		0.3	41.0	53.8	2,087,985.96	11.0	48.4	848,270.75	10.2	51.4	21.6	12.5	2.0	2.4
Gary, Ind.	S	890,611.36	6.7		0.4	69.2	23.8	883,604.20	12.5	24.6	555,771.83	6.5	69.5	12.3	8.9	0.8	2.1
Hammond, Ind.	S	395,159.53	11.0			70.9	18.1	374,316.06	11.4		331,718.55	5.7	67.9	15.1	6.6	4.5	0.8
Highland Park, Mich.	I	1,472,070.37	3.9			68.3	27.8	1,457,154.37	26.3	21.6	760,232.91	5.3	71.7	15.6	2.6	0.6	4.8
Jackson, Mich.	S	620,356.88	12.5		0.8	65.4	21.3	556,569.36	10.6	18.7	393,576.17	3.7	72.4	16.9	3.6	1.1	2.4
Joliet, Ill.	I	1,013,027.23	4.7			35.5	59.9	1,045,099.26	22.4	40.1	392,727.64	6.8	62.6	15.7	10.6	1.7	2.5
Kalamazoo, Mich.	S	812,828.90	10.2			61.3	28.6	997,698.03	34.7	17.2	480,239.94	4.1	71.0	12.0	2.7	2.4	7.8
Kenosha, Wis.	S	478,772.19	6.8		7.7	84.5	1.1	357,967.21	14.3	39.5	396,503.84	5.1	74.6	12.0	5.8	1.6	1.0
Lakewood, Ohio	D	1,387,015.86	1.7			42.0	56.3	970,463.88	12.9	17.6	674,291.59	4.0	80.8	10.3	0.3	1.3	3.8
Moline, Ill.	I	386,221.01	3.9	0.2		64.7	31.3	432,455.24	8.1	20.6	308,782.66	3.2	69.5	14.6	11.5	1.3	1.3
Muncie, Ind.	I	451,400.00	12.1	0.5		83.1	4.3	451,480.00	3.7	8.0	421,480.00	4.7	75.9	13.7	2.5	1.9	1.3
Muskegon, Mich.	I	558,627.73	11.8		2.3	46.1	39.8	528,612.65	16.5	9.7	389,977.57	5.5	73.1	12.6	4.5	2.2	2.2
Pearia, Ill.	I	847,047.34	6.4			90.9	2.7	813,074.14	6.4	15.0	639,361.07	3.6	74.5	14.1	4.2	2.2	1.6
Pontiac, Mich.	S	1,040,381.11	5.9		0.5	34.3	59.3	1,011,863.04	8.3	57.3	348,514.33	4.1	68.7	17.5	5.7	1.3	2.8
Portsmouth, Ohio	S	404,994.70	4.8	0.3		55.2	40.2	387,000.13	30.4	16.7	204,827.65	4.3	76.2	12.9	6.0	0.1	0.6
Quincy, Ill.	S	321,446.82	10.0		1.7	37.1	1.2	357,549.47	5.8	19.6	283,118.22	3.9	79.0	10.7	4.6	1.5	0.2
Racine, Wis.	I	1,142,820.40	4.9		3.8	52.4	39.0	665,073.20	5.5	19.4	499,965.45	3.1	76.2	11.3	5.5	1.5	2.4
Rock Island, Ill.	I	525,290.30	11.7	0.1		75.9	12.4										
Saginaw (East Side), Mich.	D	372,270.08	19.0	0.1	0.4	60.5	20.1	408,625.86		21.5	320,795.12	4.2	73.1	16.2	3.9	0.6	3.1
South Bend, Ind.	S	1,306,835.73	6.7	0.3		52.8	40.7	1,252,459.86	36.3	2.4	767,014.67	3.3	64.4	13.6	12.1	0.8	6.8
Springfield, Ill.	S	985,805.83	8.8	0.1		35.3	5.8	714,977.85	9.4	6.2	693,649.35	4.6	77.8	12.6	3.0	0.7	1.4
Springfield, Ohio	S	538,397.87	5.5			84.9	8.6	554,325.49	9.6	8.8	455,331.21	3.1	73.7	18.0	3.3	1.1	0.9
Terre Haute, Ind.	S	747,659.37	10.6	1.6		86.4	2.3	688,716.53	9.2	1.1	618,051.18	2.3	74.2	12.8	5.8	0.8	4.2

TABLE XVII—40 SMALL GREAT PLAINS CITIES  
INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:						
		State	Fed. Gov't.	County	Local Taxes	Non-Rev. Revenue		Debt Service	Capital Outlay	Current Expense	Gen-eral Con-trol	Inst. Ser-vice	Opera-tion of Plant	Main-tenance	Fixed C't's	Aux. Agen-cies
Aberdeen, So. Dak.	I	\$168,296.35	16.5	83.5	95.3		\$154,988.64	7.4	0.5	\$142,823.76	4.8	70.2	15.4	7.0	0.7	2.0
Ada, Okla.	S	95,092.00	3.8	0.9			96,092.00		0.3	94,842.00	6.5	72.2	14.8	4.0	0.2	2.3
Ardmore, Okla.	S	116,921.79	6.7	22.5	68.5	2.1	512,589.00		68.3	162,589.00	5.7	77.8	13.5	1.2		1.8
Atchison, Kans.	I	273,514.21	0.7	0.1	23.6	75.7	178,584.64	9.2	25.4	116,645.48	6.9	64.0	16.4	8.7	3.4	0.7
Boone, Iowa.	I	132,084.68	4.1		81.0	14.9	137,193.67	8.6	1.0	123,953.67	3.3	69.5	16.3	3.1	1.5	6.3
Burlington, Iowa.	I	273,453.00	5.3	0.6	89.4	4.7	387,294.38	4.2	11.1	327,932.38	2.5	77.0	13.8	4.8	0.9	1.0
Cape Girardeau, Mo.	I	86,895.42	10.5	0.8	4.7	81.1	2.9	89,461.44	11.4	10.1	70,217.52	6.4	71.0	12.3	6.8	1.4
Carthage, Mo.	I	119,895.58	9.1	80.0		10.9	91,925.00	7.3	9.0	76,871.00	7.5	69.1	14.5	7.1	1.7	
Chanute, Kans.	I	195,492.63	1.8	7.2	42.1	49.0	116,164.54		15.1	98,650.05	6.2	72.3	10.2	10.3	1.0	0.3
Clinton, Iowa.	I	222,327.87	4.8		93.0	2.1	302,396.35	2.9	38.0	178,753.76	4.6	71.1	15.0	7.2	1.9	
Coffeyville, Kans.	I	136,357.78	1.5	0.6	97.0	1.0	133,557.75	15.4		113,016.03	4.1	74.9	12.8	5.4	0.7	2.2
El Reno, Okla.	S	91,048.91	7.6	0.4	84.3	4.7	100,874.64	10.0	6.9	88,850.24	5.1	70.1	10.7	12.2		1.9
Grand Forks, N. Dak.	I	241,452.66	14.8	9.6	66.2	9.4	273,378.41	4.5	31.8	174,733.79	4.2	69.2	17.4	1.3	4.3	3.6
Hastings, Neb.	I	147,063.66	4.7	0.2	89.1	6.0	153,029.50	0.2	8.8	139,266.74	4.0	71.5	19.7	2.3	2.2	0.4
Hutchinson, Kans.	I	324,811.69	1.1		58.2	41.0	392,197.06	10.7	36.1	208,556.57	4.4	78.2	12.3	3.0	1.0	1.2
Independence, Kans.	I	66,855.23	1.9		94.9	3.2	122,101.19	9.6	16.9	89,690.19	6.1	78.2	12.3	1.9	1.1	0.3
Iola, Kans.	I	81,692.00	11.4	1.5	80.2	5.2	95,618.40	19.0	8.4	69,395.40	5.7	69.8	16.9	2.9	0.7	4.0
Jefferson City, Mo.	S	191,345.58	0.4	62.4		37.2	180,528.23	27.4		131,134.47	4.0	79.2	12.5	2.2	1.3	0.9
Keokuk, Iowa.	I	183,328.52	3.0		96.9	0.1	147,988.94			147,988.94	8.6	64.4	13.8	16.8	1.0	0.3
Leavenworth, Kans.	I															
Manhattan, Kans.	I	141,371.74	16.4		80.5	3.1	90,035.57	22.4	36.3	90,035.57	8.0	72.4	10.8	7.0		1.9
Mankato, Minn.	I	202,148.34	0.4		92.3	7.3	237,869.32	2.9	5.4	126,495.98	6.4	70.5	16.2	3.0	2.0	2.0
Marshalltown, Iowa.	I	530,994.09	1.1		58.0	40.9	434,980.23	9.5	30.2	229,709.32	8.1	67.2	15.0	12.2	1.2	1.4
Mason City, Iowa.	I	102,234.95	0.5		8.1	78.1	110,323.32	6.1	8.0	262,186.08	3.5	66.1	18.6	5.7	1.4	4.8
Newton, Kans.	I									94,769.02	5.4	72.1	12.9	7.3	0.1	2.3
Norfolk, Neb.	I	98,080.42	5.3	90.6		4.1	86,560.07	0.7	3.7	82,637.92	5.7	71.8	14.0	7.9	0.3	0.1
Okmulgee, Okla.	S	253,595.38	4.1	0.7	83.9	0.5	359,773.20	6.2	45.4	174,318.46	8.0	76.8	7.3	3.3	2.6	2.0
Ottawa, Kans.	I	99,297.52	2.9	8.6	91.9	1.6	87,709.00	13.1		76,262.00	2.3	73.7	15.9	7.2	0.2	0.7
Ottumwa, Iowa.	I	276,567.10	2.4	0.1	89.4	8.1	233,693.76	5.7	5.4	252,088.72	3.8	69.0	16.4	2.6	1.9	6.4
Pittsburg, Kans.	I	415,900.80	1.7		37.2	61.1	306,503.67	6.7	46.7	142,366.26	6.9	64.4	10.5	17.2	0.3	0.2



TABLE XVII—40 SMALL GREAT PLAINS CITIES—Concluded

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Total Receipts	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Current Expenses	Per Cent of Current Expense for:					
			State	Fed. Gov't.	County	Local Taxes	Non-Rev. Income		Debt Service	Capital Outlay		General Control	Inst. Services	Operation of Plant	Maintenance	Fixed C'g't.	Aux. Agencies
Poplar Bluff, Mo.	S	\$83,812.41	8.9		2.3	72.2	16.8	\$110,739.30	6.8		\$103,190.98	3.0	52.9	16.3	8.7		19.0
St. Cloud, Minn.	I	110,523.29	4.5		9.0	85.1	1.4	147,117.37	1.5	26.5	105,938.03	5.0	64.3	20.7	2.1	5.2	2.8
Salina, Kans.	I	237,552.23	2.1		7.8	85.9	34.2	230,476.83	6.0	24.0	151,268.27	5.1	74.8	13.2	3.2	1.3	2.0
Sapulpa, Okla.	S	275,732.00	2.6		1.3	66.3	29.7	188,014.00	21.3	6.0	186,677.00	5.2	78.8	9.2	1.4	2.3	2.6
Shawnee, Okla.	S	199,389.51	6.1		1.1	86.8	5.9	153,115.29	12.7	2.7	129,603.00	6.2	74.9	10.0	4.6	2.2	2.1
Sioux Falls, S. Dak.	I	456,298.54	10.1			68.5	26.4	333,354.94	6.2	10.3	273,464.59	6.7	74.3	12.0	3.9	1.4	1.6
Red Wing, Minn.	I	520,750.00	25.9		0.1	73.9	19.2	2,606,400.00	2.0	76.7	554,400.00	8.4	77.4	10.5	7.6	0.7	0.5
Virginia, Minn.	I	859,936.45	2.2	0.1	4.7	73.8		953,971.46	0.3	52.7	448,894.23	3.9	60.7	19.8	8.4	2.2	5.6
Winfield, Kans.	I							112,986.38									
Winona, Minn.	I	182,941.75	9.5			83.9	6.6	191,464.06	5.5	1.8	177,352.33	3.8	73.6	17.8	2.9	0.8	1.2

TABLE XVIII—9 LARGE GREAT LAKES CITIES

## INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't.	County	Local Taxes	Non- Rev. Revenue		Debt Ser- vice	Capital Out- lay		Gen- eral Con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'g'a.	Aux. Agen- cies	
Akron, Ohio.	S	\$3,620,941.96	1.9	0.1		53.8	39.3	\$3,482,362.65	12.7	33.7	\$1,692,153.45	2.1	80.4	12.0	4.6	0.1	0.9	
Chicago, Ill.	I	22,290,309.69	10.4	0.8		85.2	4.1	26,979,389.34	1.7	26.4	19,401,365.50	5.6	74.5	13.2	4.4	0.6	1.8	
Cincinnati, Ohio	S	4,735,047.70	4.7	0.2		74.5	20.7	4,749,605.87	7.2	15.1	3,683,367.63	3.0	79.7	8.7	6.2	0.9	1.6	
Cleveland, Ohio	S	11,797,551.84	4.3	0.1		93.7	1.9	11,454,206.61	10.2	13.7	8,716,383.24	4.6	77.3	11.1	4.8	1.2	1.1	
Dayton, Ohio.	S	1,586,890.30	3.9			83.2	12.8	1,360,193.84	7.2	1.8	1,238,303.60	2.4	78.8	7.8	4.3	1.0	5.8	
Detroit, Mich.	D	9,631,083.83	15.2	0.2		64.5	20.2	11,587,013.76	0.1	25.2	8,650,405.55	3.5	79.1	11.0	2.4	0.6	3.4	
Grand Rapids, Mich.	D	2,131,720.39	12.5	0.1		64.1	23.3	1,982,507.28	7.9	21.5	1,398,887.06	3.9	76.5	12.9	5.5	0.4	0.8	
Indianapolis, Ind.	S																	
Milwaukee, Wis.	I	4,195,620.31	12.2		10.0	87.2	10.6	4,054,426.30		11.1	3,604,913.42	2.5	74.2	11.0	6.9	0.5	5.0	

TABLE XIX-11 MIDDLE CITIES, GREAT PLAINS

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:							
		Total Receipts	State	Fed. Gov't.	County	Local Taxes	Non-Rev. Revenue	Total Expenditure	Debt Service	Capital Outlay	Current Expense	General Control	Inst. Service	Operation of Plant	Maintenance	Fixed C'ty.	Aux. Agencies
Cedar Rapids, Iowa.....	I	\$691,537.44	3.5	0.1	75.8	.....	21.2	\$863,614.97	17.0	17.4	\$565,982.94	3.1	75.4	13.2	5.6	1.3	1.5
Davenport, Iowa.....	I	837,367.21	3.2	.....	.....	88.2	8.6	769,392.27	7.3	15.0	598,176.17	3.1	70.4	15.6	7.7	0.8	2.5
Dubuque, Iowa.....	I	852,503.63	0.9	.....	97.9	.....	1.2	421,175.28	6.0	14.3	336,083.35	4.2	78.2	10.8	4.8	0.5	1.5
Lincoln, Neb.....	I	950,373.07	3.1	.....	.....	94.6	2.3	1,159,505.59	7.3	25.2	787,736.16	4.1	75.1	12.1	5.2	.....	3.6
Muskogee, Okla.....	S	384,292.34	5.6	.....	4.1	83.2	7.1	606,010.11	9.3	49.8	247,673.56	7.6	76.4	11.1	2.6	2.3	.....
Oklahoma City, Okla.....	S	.....	.....	.....	.....	.....	.....	1,987,453.95	6.6	52.1	820,901.29	3.5	75.8	11.6	3.3	3.5	2.4
Springfield, Mo.....	S	357,520.82	7.9	.....	87.5	4.1	0.6	352,946.60	.....	17.1	252,720.50	4.2	73.6	12.5	7.5	1.2	1.0
Topeka, Kans.....	I	571,809.99	2.2	.....	.....	92.5	5.3	620,761.79	20.6	6.1	455,231.99	2.7	76.2	12.6	8.2	0.3	.....
Tulsa, Okla.....	S	1,202,063.12	3.3	0.1	3.6	90.6	2.6	2,029,361.19	6.2	45.5	931,581.80	6.4	74.7	11.8	5.3	1.9	0.4
Waterloo, Iowa.....	I	280,403.03	.....	.....	.....	90.4	9.6	303,360.04	11.2	23.2	339,489.16	3.0	81.1	10.3	6.1	0.2	0.8
Wichita, Kans.....	I	1,177,733.50	1.8	0.1	.....	73.6	24.5	1,329,898.77	6.7	49.2	599,423.48	5.3	66.7	11.9	9.1	3.8	3.1

TABLE XX-5 LARGE GREAT PLAINS CITIES

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Total Receipts	Per Cent of Total Receipts from:					Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:					
			State	Fed. Gov't.	County	Local Taxes	Non-Rev. Revenue		Debt Service	Capital Outlay		General Control	Inst. Service	Operation of Plant	Maintenance	Fixed C'ty's	Aux. Agencies
Kansas City, Kans.	I							\$1,030,073.57	28.8	8.0	\$948,218.12	8.4	66.1	12.7	7.9	1.0	4.0
Kansas City, Mo.	I	\$4,360,262.42	8.8	0.2	0.4	87.5	3.1	5,014,822.10	9.2	9.2	3,107,623.25	4.8	72.2	12.1	4.6	1.3	5.2
Minneapolis, Minn.	D	7,737,060.17	6.2	0.1		49.9	43.9	5,605,478.74	0.3	20.0	4,466,961.78	3.9	75.0	13.4	5.6	0.4	1.8
Omaha, Neb.	I	2,272,309.87	3.9	0.2		90.7	5.2	2,638,862.87	9.1	4.7	2,269,080.28	4.1	75.1	12.0	2.3	4.4	2.1
St. Louis, Mo.	I	6,424,252.27	8.2	0.2		74.6	17.0	6,746,318.39	0.1	6.9	6,282,741.57	3.2	77.3	11.2	5.3	0.3	2.3

TABLE XXI—22 SMALL WESTERN CITIES

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Bd. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:			Current Expense	Per Cent of Current Expense for:					
		State	Fed. Gov't.	County	Local Taxes	Non-Rev- enue	Debt Ser- vice		Capital Out- lay	Gen- eral Con- trol	Inst. Ser- vice		Opera- tion of Plant	Main- tenance C'tn.	Fixed C'tn.	Aux. Agen- cies		
Bakersfield, Cal.	S	\$198,573.00	23.8		34.3	22.1	19.8	\$247,138.87	13.2	7.1	\$196,988.15	5.0	69.6	13.3	8.0	1.7	2.4	
Bellingham, Wash.	I	367,625.35	19.7		16.8	42.5	21.0	297,237.18		7.2	275,863.70	5.3	80.1	9.9	1.8	0.7	2.2	
Boulder, Colo.	S	157,344.04	9.2			90.8		178,744.78	22.4		188,803.82	2.1	79.7	12.9	3.2	1.5	0.7	
Cheyenne, Wyo.	S	184,973.88	14.9		6.9	29.0	49.2	124,913.26		9.4	113,207.09	4.4	70.1	18.9	4.5	0.2	1.9	
Eureka, Cal.	S	197,606.67	19.3		84.9	45.8	0.1	198,173.43		24.0	150,660.75	4.0	80.3	10.1	2.2	0.4	3.1	
Everett, Wash.	S	862,375.89	21.4	0.4	21.0	55.4	1.8	856,290.00			843,290.00	8.3	78.7	12.2	3.5	1.0	1.3	
Glendale, Cal.	S	116,781.01	20.6		36.8	42.6		161,216.13		30.8	111,498.42	5.2	80.0	10.8	1.4	0.5	2.2	
Grand Junction, Colo.	S	92,379.04	16.7	0.5		82.8		196,870.00	8.4	43.7	104,270.00	7.1	77.1	8.8	3.8	1.9	1.3	
Great Falls, Mont.	S	404,593.80	9.1		32.4	57.7	0.8	396,760.03	6.0	2.7	862,051.01	3.9	78.2	14.0	2.3	0.5	1.2	
Helena, Mont.	S	231,224.00	8.1		53.4	37.9	0.6	240,476.09	9.2	2.8	211,729.83	5.7	71.7	15.6	4.1	1.4	1.6	
Logan, Utah	I	138,652.18	33.8	0.1		43.2	23.0	140,784.96	9.0	23.0	95,812.08	8.7	69.2	16.1	4.0	0.7	1.3	
Missoula, Mont.	S	177,021.57	12.6		29.9	57.4	0.1	189,426.99	4.2	0.9	179,839.16	5.7	75.2	13.4	1.9	2.4	1.4	
Modesto, Cal.	S	521,862.02	5.5		12.0	15.1	67.4	275,335.46		45.7	149,515.46	3.6	81.6	10.9	2.5	1.7	0.4	
Phoenix, Ariz.	S	230,122.96	22.8		45.5	31.7		230,122.96		1.4	226,923.62	4.4	77.0	9.8	6.8	1.7	0.8	
Redlands, Cal.	I	174,841.66	13.9	0.3	85.0	50.7		158,681.35		2.3	154,996.15	3.1	78.5	8.9	2.6	0.7	6.3	
Riverside, Cal.	S	239,393.00	21.5		40.6	36.5	1.4	280,763.00	10.3	1.7	246,908.00	2.4	79.5	11.5	0.8	0.7	5.1	
San Bernardino, Cal.	S	485,356.37	10.3		20.0	17.8	61.9	287,791.99		23.2	221,145.18	3.8	74.8	11.9	2.9	1.1	5.5	
Santa Ana, Cal.	S	390,080.35	11.8		31.0	23.4	33.8	243,642.15		10.2	218,896.16	4.6	76.7	9.2	3.2	1.3	5.0	
Santa Cruz, Cal.	S	141,250.01	18.5		37.7	38.2	5.6	154,407.14		3.4	147,566.68	2.9	75.1	12.7	1.5	0.3	4.7	
Santa Rosa, Cal.	S	189,876.15	25.4	0.3	35.2	39.1		152,731.24		4.8	146,928.94	4.1	78.9	7.9	4.1	0.8	4.7	
Vallejo, Cal.	S	146,628.35	21.2		31.5	47.1	0.2	156,505.24		15.5	132,244.56	4.8	79.6	8.4	4.1	0.6	2.5	
Vancouver, Wash.	I	135,648.14	24.2		20.4	51.4	4.0	154,938.62	17.7	11.5	109,653.53	3.1	75.0	13.8	1.6	2.7	3.8	

TABLE XXII—6 MIDDLE CITIES, WESTERN

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	Per Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Current Expense	Per Cent of Current Expense for:						
		Total Receipts	State	Fed. Gov't	County	Local Taxes	Non- Rev- enue		Debt Ser- vice	Capital Out- lay		Gen- eral con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'g's	Aux. Agen- cies	
Berkeley, Cal.	D	\$2,302,089.62	5.7		12.5	19.5	62.4	\$1,996,779.21	1.0	48.6	\$322,908.39	4.6	82.3	8.1	3.4		1.6	
Colorado Springs, Colo.	I	463,359.31			74.4	25.6	446,207.44	13.4	3.0	873,071.09	5.2	77.8	11.4	3.3	0.5	1.9		
Long Beach, Cal.	S	667,435.35	16.8	0.1	33.8	39.6	9.8	869,149.56		33.2	580,396.85	8.6	80.7	8.3	4.1	0.5	2.3	
Pasadena, Cal.	S	936,231.73	10.7		23.0	62.2	4.1	916,940.57		16.0	769,921.68	2.6	70.1	11.8	9.8	3.0	2.7	
San Diego, Cal.	S	863,954.58	17.2	0.1	32.0	50.1	0.7	1,011,833.02	10.4	3.8	868,090.92	5.3	75.4	8.4	6.1	1.6	3.2	
Tacoma, Wash.	I	1,377,462.74	17.9	0.1	18.6	60.4	3.0	1,398,536.03	12.2	15.1	1,016,973.87	3.9	76.0	11.1	5.8	0.5	2.6	

TABLE XXIII—7 LARGE WESTERN CITIES

INDEPENDENCE OF BOARD OF EDUCATION, TOTAL RECEIPTS, TOTAL EXPENDITURE AND CURRENT EXPENSE IN INDIVIDUAL CITIES

NAME OF CITY	Ed. of Ed.	P er Cent of Total Receipts from:						Total Expenditure	Per Cent of Tot. Exp. for:		Per Cent of Current Expense for:							
		Total Receipts	State	Fed. Gov't.	County	Local Taxes	Non- Rev- enue		Debt Ser- vice	Capital Out- lay	Current Expense	Gen- eral Con- trol	Inst. Ser- vice	Opera- tion of Plant	Main- tenance	Fixed C'g's	Aux. Agen- cies	
Denver, Colo.	I	\$2,906,894.72	5.8	0.1	86.9	7.2	\$3,291,271.86	0.1	21.5	\$2,573,322.65	4.5	78.5	8.0	2.7	3.7		2.7	
Los Angeles, Cal.	S	7,623,231.96	14.9	0.8	50.7	7.0	8,105,596.51	3.0	9.7	7,080,443.35	3.8	83.9	7.6	1.8	0.7	2.2	2.2	
Oakland, Cal.	S	2,990,510.55	16.3	0.4	34.7	40.5	2,962,490.54	0.3	5.9	2,781,276.48	4.3	82.6	7.2	2.0	0.9	3.0	3.0	
Salt Lake City, Utah	I	3,914,889.50	11.7	0.1	28.9	59.4	2,240,994.60	14.0	17.3	1,538,060.42	3.6	74.3	10.0	11.0	0.5	0.1	0.1	
San Francisco, Cal.	S	4,564,982.81	18.6	0.1	67.1	14.3	4,476,525.62	12.1	10.2	3,474,506.62	4.2	77.3	7.7	9.4	0.2	1.3	1.3	
Seattle, Wash.	I	3,977,822.62	17.4	0.1	16.2	62.0	4.4	4,478,235.98	6.6	5.6	3,927,394.29	5.0	72.0	12.4	6.8	0.1	3.7	
Spokane, Wash.	I	2,307,623.57	12.1		11.4	73.8	2.7	1,844,513.68	9.2	9.2	1,220,381.67	2.9	76.5	13.7	3.2	1.6	2.3	

# CITIES CONTRIBUTING TO INQUIRY No. III.

I Cities from 8,000 to 30,000 population.

II Cities from 30,000 to 100,000 population.

III Cities over 100,000 population.

A—Eastern States.

B—Southern States.

C—Great Lakes States.

D—Great Plains States.

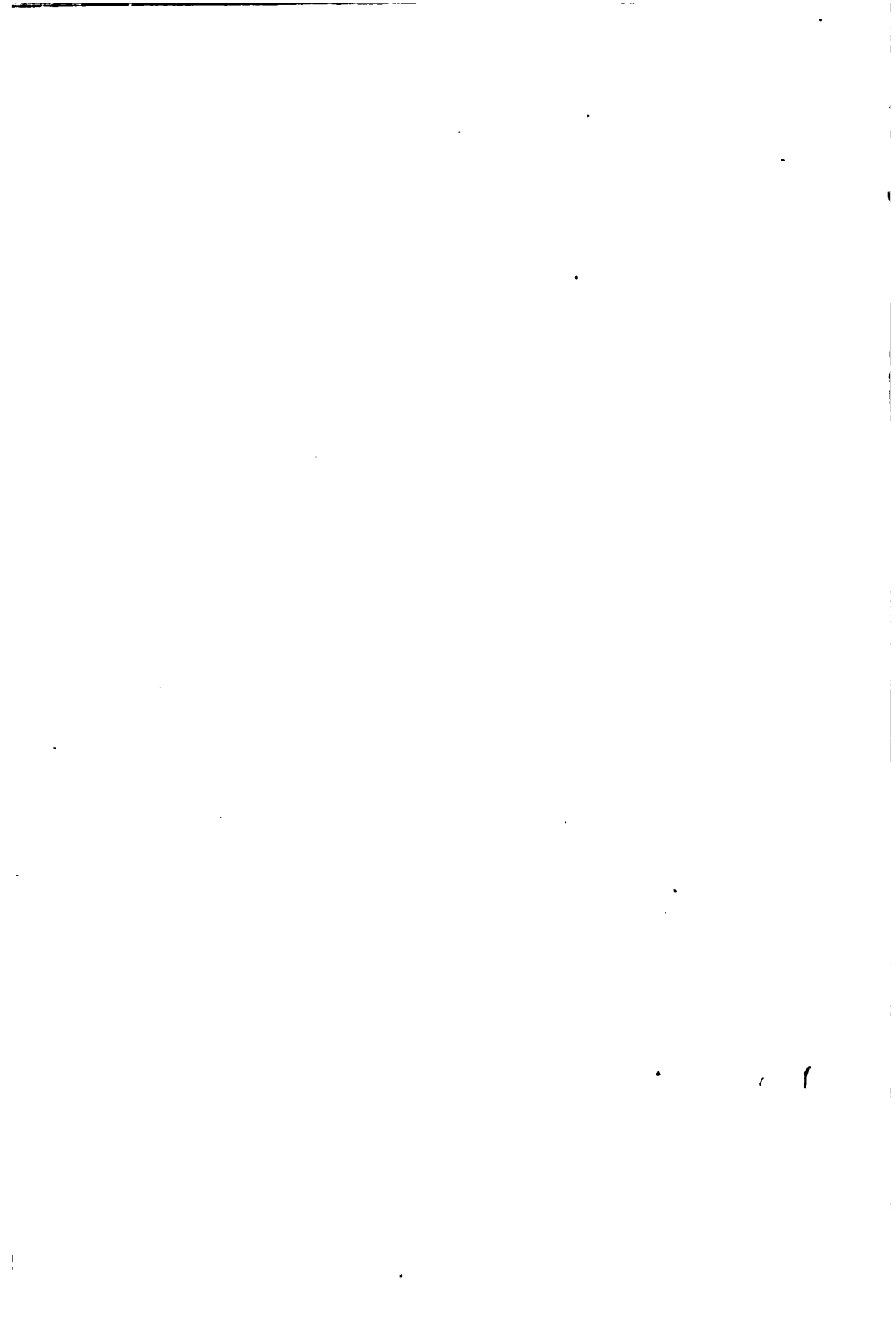
E—Western States.

Aberdeen, S. Dak.....	ID	Cleveland, Ohio.....	IIIC	Hattiesburg, Miss.....	IB
Ada, Okla.....	ID	Cleveland Heights, Ohio.....	IC	Hazleton, Pa.....	IIA
Adrian, Mich.....	IC	Clinton, Iowa.....	ID	Helena, Mont.....	IE
Akron, Ohio.....	IIIC	Clinton, Mass.....	IA	Henderson, Ky.....	IB
Albion, Mich.....	IC	Coffeyville, Kans.....	ID	Highland Park, Mich.....	IIIC
Allentown, Pa.....	IIA	Colorado Springs, Colo.....	IIIE	Holyoke, Mass.....	IIA
Alliance, Ohio.....	IC	Columbus, Ga.....	IIIB	Homestead, Pa.....	IA
Alpena, Mich.....	IC	Columbus, Miss.....	IB	Hornell, N. Y.....	IA
Alton, Ill.....	IC	Concord, N. H.....	IA	Houston, Texas.....	IIIB
Altoona, Pa.....	IIA	Coshocton, Ohio.....	IC	Huntington, Ind.....	IC
Americus, Ga.....	IB	Covington, Ky.....	IIIB	Hutchinson, Kans.....	ID
Amsterdam, N. Y.....	IIA	Crawfordsville, Ind.....	IC	Independence, Kans.....	ID
Anderson, Ind.....	IC	Danvers, Mass.....	IA	Indianapolis, Ind.....	IIIC
Ann Arbor, Mich.....	IC	Danville, Ill.....	ID	Iola, Kans.....	ID
Ansonia, Conn.....	IC	Davenport, Iowa.....	IID	Ironton, Ohio.....	IC
Appleton, Wis.....	IC	Dayton, Ohio.....	IIIC	Ironwood, Mich.....	IC
Ardmore, Okla.....	ID	Decatur, Ill.....	IC	Jackson, Mich.....	IIIC
Asbury Park, N. J.....	IA	Denver, Colo.....	IIIE	Jamestown, N. Y.....	IIA
Atchison, Kans.....	ID	Detroit, Mich.....	IIIC	Jeannette, Pa.....	IA
Atlanta, Ga.....	IIIB	Du Bois, Pa.....	IA	Jefferson City, Mo.....	ID
Attleboro, Mass.....	IA	Dubuque, Iowa.....	ID	Jersey City, N. J.....	IIIA
Auburn, Me.....	IA	Dunkirk, N. Y.....	IA	Joliet, Ill.....	IIIC
Aurora, (E. S.), Ill.....	IIIC	East Chicago, Ill.....	IIIC	Kalamazoo, Mich.....	IIIC
Aurora, (W. S.), Ill.....	IIIC	East Hartford, Conn.....	IA	Kankakee, Ill.....	IC
Austin, Texas.....	IIIB	East Liverpool, Ohio.....	IC	Kansas City, Kans.....	IIID
Bakersfield, Cal.....	IE	Easton, Pa.....	IIA	Kansas City, Mo.....	IIID
Bangor, Me.....	IA	East Orange, N. J.....	IIA	Kenosha, Wis.....	IIIC
Battle Creek, Mich.....	IIIC	Eau Claire, Wis.....	IC	Kent, Ohio.....	IC
Bayonne, N. J.....	IIA	Elizabeth, N. J.....	IIA	Keokuk, Iowa.....	ID
Bellefontaine, O.....	IC	Elmira, N. Y.....	IIA	Kinston, N. C.....	IB
Belleville, N. J.....	IA	El Reno, Okla.....	ID	Lakewood, Ohio.....	IIIC
Bellingham, Wash.....	IE	Elwood, Ind.....	IC	Lansford, Pa.....	IA
Beloit, Wis.....	IC	Elyria, Ohio.....	IC	La Salle, Ill.....	IC
Bennington, Vt.....	IA	Enfield, Conn.....	IA	Latrobe, Pa.....	IA
Berkeley, Cal.....	IIIE	Englewood, N. J.....	IA	Leavenworth, Kans.....	ID
Beverly, Mass.....	IA	Eureka, Cal.....	IE	Lebanon, Pa.....	IA
Bloomfield, N. J.....	IA	Everett, Mass.....	IIA	Lewiston, Me.....	IIA
Bloomington, Ind.....	IC	Everett, Wash.....	IE	Lexington, Ky.....	IIIB
Bluefield, W. Va.....	IB	Fairmont, W. Va.....	IB	Lincoln, Neb.....	IID
Boone, Iowa.....	ID	Fall River, Mass.....	IIIA	Little Falls, N. Y.....	IA
Boston, Mass.....	IIIA	Findlay, Ohio.....	IC	Logan, Utah.....	IE
Boulder, Colo.....	IE	Flint, Mich.....	IIIC	Logansport, Ind.....	IC
Bowling Green, Ky.....	IB	Fort Smith, Ark.....	IB	Long Beach, Cal.....	IIIE
Braintree, Mass.....	IA	Fort Worth, Texas.....	IIIB	Los Angeles, Cal.....	IIIE
Bridgeton, N. J.....	IA	Frankfort, Ind.....	IC	Louisville, Ky.....	IIIB
Brockton, Mass.....	IIA	Frankfort, Ky.....	IB	Ludington, Mich.....	IC
Brookline, Mass.....	IIA	Franklin, Pa.....	IA	Manhattan, Kans.....	ID
Buffalo, N. Y.....	IIIA	Frederick, Md.....	IB	Manistee, Mich.....	IC
Burlington, Iowa.....	ID	Freeport, Ill.....	IC	Mankato, Minn.....	ID
Burlington, N. J.....	IA	Fulton, N. Y.....	IA	Mansfield, Ohio.....	IC
Burlington, Vt.....	IC	Galesburg, Ill.....	IC	Marietta, Ohio.....	IC
Cairo, Ill.....	IC	Gardner, Mass.....	IC	Marionette, Wis.....	IC
Camden, N. J.....	IIIA	Gary, Ind.....	IIIC	Marion, Ohio.....	IC
Cape Girardeau, Mo.....	ID	Geneva, N. Y.....	IC	Marlborough, Mass.....	IA
Carbondale, Pa.....	IA	Glendale, Cal.....	IE	Marquette, Mich.....	IC
Carlisle, Pa.....	IA	Glens Falls, N. Y.....	IA	Marshall, Texas.....	IB
Carrick, Pa.....	IC	Gloucester, Mass.....	IA	Marshalltown, Iowa.....	ID
Carthage, Mo.....	ID	Goshen, Ind.....	IC	Mason City, Iowa.....	ID
Cedar Rapids, Iowa.....	IID	Grand Forks, N. D.....	ID	Meriden, Conn.....	IIA
Centralia, Ill.....	IC	Grand Junction, Colo.....	IE	Merrill, Wis.....	IC
Champaign, Ill.....	IC	Grand Rapids, Mich.....	IIIC	Methuen, Mass.....	IA
Chanute, Kans.....	ID	Granite City, Ill.....	IC	Michigan City, Ind.....	IC
Cheyenne, Wyo.....	IE	Great Falls, Mont.....	IE	Middleboro, Mass.....	IA
Chicago, Ill.....	IIIC	Hackensack, N. J.....	IA	Middletown, Conn.....	IA
Chicago Heights, Ill.....	IC	Hagerstown, Md.....	IB	Middletown, Ohio.....	IC
Chillicothe, Ohio.....	IC	Hammond, Ind.....	IIIC	Millford, Conn.....	IA
Cincinnati, Ohio.....	IIIC	Harrisburg, Pa.....	IIA	Millville, N. J.....	IA
Claremont, N. H.....	IA	Harvey, Ill.....	IC	Milwaukee, Wis.....	IIIC
Clarksville, Tenn.....	IB	Hastings, Neb.....	ID	Minneapolis, Minn.....	IIID

Mishawaka, Ind.....IC  
 Missoula, Mont.....IE  
 Mobile, Ala.....IIB  
 Modesto, Cal.....IE  
 Moline, Ill.....IIC  
 Monmouth, Ill.....IC  
 Monroe, Mich.....IC  
 Montclair, N. J.....IA  
 Montgomery, Ala.....IIB  
 Morgantown, W. Va.....IB  
 Mt. Vernon, Ohio.....IC  
 Muncie, Ind.....IIC  
 Muskegon, Mich.....IIC  
 Muskogee, Okla.....IID  
 Nanticoke, Pa.....IA  
 Nashville, Tenn.....IIB  
 Newark, N. J.....IIIA  
 New Bedford, Mass.....IIIA  
 New Britain, Conn.....IIA  
 New Brunswick, N. J.....IIA  
 Newburgh, N. Y.....IIA  
 New Haven, Conn.....IIIA  
 New London, Conn.....IA  
 New Orleans, La.....IIB  
 New Philadelphia, Ohio.....IC  
 Newport, R. I.....IC  
 Newton, Kans.....ID  
 Newton, Mass.....IIA  
 New York City, N. Y.....IIIA  
 Norfolk, Neb.....ID  
 Norristown, Pa.....IIA  
 Norwood, Mass.....IA  
 Oakland, Cal.....IIIE  
 Oklahoma City, Okla.....IID  
 Okmulgee, Okla.....ID  
 Old Forge Boro, Pa.....IA  
 Olean, N. Y.....IA  
 Omaha, Neb.....IIID  
 Orlando, Fla.....IB  
 Ottawa, Ill.....IC  
 Ottawa, Kans.....ID  
 Ottumwa, Iowa.....ID  
 Owensboro, Ky.....IB  
 Owosso, Mich.....IC  
 Paducah, Ky.....IB  
 Palestine, Texas.....IB  
 Parkersburg, W. Va.....IIE  
 Pasadena, Cal.....IIA  
 Passaic, N. J.....IIA  
 Paterson, N. J.....IIA  
 Pawtucket, R. I.....IIA  
 Peoria, Ill.....IIC  
 Perth Amboy, N. J.....IIA  
 Phillipsburg, N. J.....IA  
 Phoenix, Ariz.....IE  
 Phoenixville, Pa.....IA  
 Pittsburg, Kans.....ID

Pittsburgh, Pa.....IIIA  
 Pittsfield, Mass.....IIA  
 Plainfield, N. J.....IA  
 Pontiac, Mich.....IIC  
 Poplar Bluff, Mo.....ID  
 Port Arthur, Texas.....IB  
 Port Huron, Mich.....IC  
 Portland, Me.....IIA  
 Portsmouth, N. H.....IA  
 Portsmouth, Ohio.....IIC  
 Portsmouth, Va.....IIB  
 Pottstown, Pa.....IA  
 Poughkeepsie, N. Y.....IIA  
 Providence, R. I.....IIIA  
 Quincy, Ill.....IIC  
 Racine, Wis.....IIC  
 Rahway, N. J.....IA  
 Ranger, Texas.....IB  
 Reading, Pa.....IIIA  
 Redlands, Cal.....IE  
 Red Wing, Minn.....ID  
 Richmond, Ind.....IC  
 Richmond, Va.....IIB  
 River Rouge, Mich.....IC  
 Riverside, Cal.....IE  
 Roanoke, Va.....IIB  
 Rochester, N. H.....IA  
 Rochester, N. Y.....IIIA  
 Rock Island, Ill.....IIC  
 Rockland, Me.....IA  
 Rocky Mount, N. C.....IB  
 Rome, Ga.....IB  
 Rutherford, N. J.....IA  
 Saginaw, (E. S.), Mich.....IIC  
 St. Cloud, Minn.....ID  
 St. Louis, Mo.....IIID  
 Salina, Kans.....ID  
 Salt Lake City, Utah.....IIIE  
 San Antonio, Texas.....IIB  
 San Bernardino, Cal.....IE  
 San Diego, Cal.....IIE  
 San Francisco, Cal.....IIIE  
 Santa Ana, Cal.....IE  
 Santa Cruz, Cal.....IE  
 Santa Rosa, Cal.....IE  
 Sapulpa, Okla.....ID  
 Saratoga Springs, N. Y.....IA  
 Saugus, Mass.....IA  
 Sault Ste. Marie, Mich.....IC  
 Savannah, Ga.....IIB  
 Sayre, Pa.....IA  
 Schenectady, N. Y.....IIA  
 Scranton, Pa.....IIIA  
 Seattle, Wash.....IIIE  
 Shamokin, Pa.....IA  
 Sharon, Pa.....IA  
 Shawnee, Okla.....ID

Shelton, Conn.....IA  
 Sioux Falls, S. D.....ID  
 Somerville, Mass.....IIA  
 South Bend, Ind.....IIC  
 Southington, Conn.....IA  
 Spokane, Wash.....IIE  
 Springfield, Ill.....IIC  
 Springfield, Mass.....IIIA  
 Springfield, Mo.....IID  
 Springfield, Ohio.....IIC  
 Stamford, Conn.....IIA  
 Stratford, Conn.....IA  
 Streator, Ill.....IC  
 Suffolk, Va.....IB  
 Swampscott, Mass.....IA  
 Tacoma, Wash.....IIE  
 Tarentum, Pa.....IC  
 Terre Haute, Ind.....IIC  
 Texarkana, Texas.....IB  
 Tiffin, Ohio.....IC  
 Topeka, Kans.....IID  
 Trenton, N. J.....IIIA  
 Tulsa, Okla.....IID  
 Tyrone, Pa.....IA  
 Vallejo, Cal.....IE  
 Vancouver, Wash.....IE  
 Virginia, Minn.....ID  
 Wabash, Ind.....IC  
 Wakefield, Mass.....IA  
 Warren, Ohio.....IC  
 Washington, D. C.....IIB  
 Washington, C. H., Ohio.....IC  
 Waterbury, Conn.....IIA  
 Waterloo, Iowa.....IID  
 Watertown, Wis.....IC  
 Watervliet, N. Y.....IA  
 Waukegan, Ill. (El.).....IC  
 Waukegan, Ill. (H. S.).....IC  
 Wausau, Wis.....IC  
 Waycross, Ga.....IB  
 Webster, Mass.....IA  
 Westerly, R. I.....IA  
 West Palm Beach, Fla.....IB  
 Weymouth, Mass.....IA  
 Wheeling, W. Va.....IIB  
 Wichita, Kans.....IID  
 Wilkinsburg, Pa.....IA  
 Williamson, W. Va.....IB  
 Winchester, Mass.....IA  
 Winchester, Va.....IB  
 Winfield, Kans.....ID  
 Winona, Minn.....ID  
 Winsted, Conn.....IA  
 Winston-Salem, N. C.....IIB  
 Woonsocket, R. I.....IIA  
 Zanesville, Ohio.....IC



# **SALARY SCHEDULES**

**1920 - 1921**

**Cities of the United States of  
100,000 Population or Over**

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**The National Education Association**

**Washington, D. C.**

**January, 1922**



## FOREWORD

**T**HE SALARY SCHEDULES published in the following pages have been gathered by the Education Association of the District of Columbia under the direction of Superintendent F. W. Ballou, of the Washington, D. C. Public Schools, and compiled and arranged by Dr. E. G. Kimball, Supervising Principal, and Mr. Allan Davis, Principal of the Business High School, Washington, D. C.

Information was sought from all cities in the United States with over 100,000 population. Replies were received from 48 cities. Twenty-eight of the 33 cities with population in excess of 200,000 replied. Eleven of the 20 cities not replying have populations less than 150,000. The information, therefore, is clearly representative of the salary situation in cities of over 100,000 population.

This Bulletin is published for the use of the Education Association of the District of Columbia and other associations affiliated with the National Association to meet the emergency in the campaign for adequate salaries for teachers.

This report contains some of the preliminary figures upon which the final report and recommendations of the Committee on Salaries, Tenure, and Pensions will be based.

MYRA L. SNOW, Seattle, Washington, *Chairman  
of the Salaries Division of the N. E. A.  
Committee on Salaries, Tenure, and Pensions.*

D. B. WALDO, *President of the State Normal  
School, Kalamazoo, Michigan, Chairman of the  
N. E. A. Committee on Salaries, Tenure, and  
Pensions.*

That the country should gag over the expenditure of the proper amount necessary to secure trained teachers is unthinkable. It is about time we faced this issue flatly and realized that it is not a matter of sentimental altruism but of downright common horse sense. We have backed too many wrong horses in a wasteful way in our national budgets, and now is the time to put our money on the right team, the well-trained teacher in a properly appointed school.—Philadelphia Ledger.

**Teachers of Grades 1 to 8***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.:				
Grades 1A to 6B.....	\$1500	\$125	11	\$2875
Grades 7A and higher.....	1900	150	9	3250
Chicago, Ill.:				
Grades 1 to 4—				
Lower group.....	1200	75	1	
		100	2	1475
Upper group.....	1575	100	4	1975
Grades 5 to 7—				
Lower group.....	1225	75	1	
		100	2	1500
Upper group.....	1600	100	4	2000
Grade 8—				
Lower group.....	1325	75	1	
		100	2	1600
Upper group.....	1700	100	4	2100
Philadelphia, Pa.....	1000			1800
Detroit, Mich.....	1500	100	5	2000
Cleveland, Ohio.....	1200	120	10	2400
One-half year beyond standard qualifications.....		120	11	2520
One year beyond standard qualifications.....		120	12	2640
One and one-half years beyond standard qualifications.....		120	13	2760
Two years beyond standard qualifications.....		120	14	2880
St. Louis, Mo.:				
Second assistant.....	1200	100	6	1800
First assistant.....	1600	100	3	1950
		50	1	
Head assistant.....	1800	100	3	2100
Boston, Mass.....	1200	96	8	
		32	1	2000
Baltimore, Md.....	1200	100	4 <sup>1</sup>	1600
Los Angeles, Calif.....	1400	50	8	1800
Buffalo, N. Y.:				
Grades 1 to 7.....	1200	100	8	2000
Grade 8.....	1250	100	8	2050
Milwaukee, Wis.....	1200	100	12	2400
WASHINGTON, D. C.				
Grades 1 and 2.....	1200	25	4	1300
Grades 3 and 4.....	1200	25	10	1450
Grades 5, 6, 7.....	1200	30	10	1500
Grade 8.....	1200	40	10	1600
Newark, N. J. <sup>2</sup> .....	1500	100	10	2500
Cincinnati, Ohio.....	1100	100	9	2000
For college graduate.....	1200	100	8	2000
New Orleans, La.....	1200	50	6	
		100	1	
		150	1	1750
Minneapolis, Minn.....	1200	100	8	2000
On special recommendation.....				2500
Kansas City, Mo.....	1200	100	1	
		75	4	
		50	4	1800

<sup>1</sup> Increment given every second year.<sup>2</sup> Schedule proposed for September, 1921.

## Teachers of Grades 1 to 8—Continued

City	Minimum	Increments		Maximum
		Amount	Number	
Seattle, Wash.....	\$1500	\$60	10	\$2100
Indianapolis, Ind.:				
Lower group.....	1200	100	3	1500
Upper group.....	1600	100	2	1800
Jersey City, N. J.....	1400	48	11	.....
		72	1	2000
Rochester, N. Y.....	1200	100	8	2000
Denver, Colo.....	1200	120	7	2040
One year beyond standard qualifications.....	1200	120	9	2280
Two years beyond standard qualifications.....	1200	120	11	2520
With A. B. degree.....	1500	150	8	.....
		180	1	2880
With A. M. degree.....	1500	150	8	.....
		180	1	.....
		100	2	3080
Providence, R. I.:				
Grades 1 to 4.....	1000	100	5	.....
		150	1	1650
Grades 5 to 7.....	1000	100	5	.....
		200	1	1700
Grade 8.....	1000	100	5	.....
		300	1	1800
Louisville, Ky.....	1200			1550
St. Paul, Minn.....	1100	50	11	1650
Oakland, Calif.....	1500	60	9	2040
Akron, Ohio.....	1200	100	8	2000
Atlanta, Ga.....	1056	60	4	1296
Omaha, Nebr.....	1200	100	6	1800
Three years beyond standard qualifications.....				2100
Worcester, Mass.....	1000	100	6	1600
Birmingham, Ala.:				
Regular.....	1000	100	8	1800
Distinguished service group.....				2000
Syracuse, N. Y.....	1150	75	8	1750
Richmond, Va.....	1000			1485
Dallas, Tex.....	1266			1700
Houston, Tex.....	1000	100	7	1700
Scranton, Pa. <sup>1</sup> .....	1000	100	8	1800
Paterson, N. J.....	1200	100	7	1900
Youngstown, Ohio.....	1250	100	1	.....
		50	8	1750
Springfield, Mass.....	1300	100	6	1900
Des Moines, Iowa.....	1200	110	6	1860
One year beyond standard qualifications.....	1370	120	7	2210
With A. B. degree.....	1550	130	8	2590
With A. M. degree.....	1740	140	9	3000
New Bedford, Mass.....	1350	70	5	1700
Nashville, Tenn.....	850	50	4	1050
Salt Lake City, Utah.....	1050			1650
Norfolk, Va.....	1000	75 generally		1500
Albany, N. Y.:				
Grades 1 to 6.....	1100	75	8	1700
Grade 7.....	1100	75	9	1775
Grade 8.....	1100	75	10	1850
Lowell, Mass.....	1200	80	5	.....
		100	1	1700
Spokane, Wash.....	1200	50	10	1700
Kansas City, Kans.....	1200			1788

<sup>1</sup> Special maximum—\$200 for exceptional service and 1 year advanced work; \$500 for exceptional service and 5 years advanced work with Ph.D. in course.

**Teachers of Grades 1 to 8—Continued****A Comparison of Minimum Salaries**

City	Rank	Minimum	City	Rank	Minimum
New York, N. Y.:.....	1		New Orleans, La.....	12	\$1200
Grades 7A and higher.....		\$1900	Minneapolis, Minn.....	12	1200
Grades 1A to 6B.....		1500	Kansas City, Mo.....	12	1200
Newark, N. J.....	2	1500	Rochester, N. Y.....	12	1200
Detroit, Mich.....	2	1500	Louisville, Ky.....	12	1200
Seattle, Wash.....	2	1500	Akron, Ohio.....	12	1200
Oakland, Calif.....	2	1500	Omaha, Nebr.....	12	1200
Los Angeles, Calif.....	6	1400	Paterson, N. J.....	12	1200
Jersey City, N. J.....	6	1400	Des Moines, Iowa.....	12	
New Bedford, Mass.....	8	1350	With A.M.....		1740
Springfield, Mass.....	9	1300	With A.B.....		1550
Dallas, Texas.....	10	1266	One year beyond standard		
Youngstown, Ohio.....	11	1250	qualifications.....		1370
Chicago, Ill.....	12				1200
Grade 8.....		1325	Lowell, Mass.....	12	1200
Grades 5 to 7.....		1225	Spokane, Wash.....	12	1200
Grades 1 to 4.....		1200	Kansas City, Kan.....	12	1200
Indianapolis, Ind.....	12		Syracuse, N. Y.....	34	1150
Group B.....		1600	Cincinnati, Ohio.....	35	
Group A.....		1200	College graduate.....		1200
St. Louis, Mo.....	12				1100
Head assistant.....		1800	St. Paul, Minn.....	35	1100
First assistant.....		1600	Albany, N. Y.....	35	1100
Second assistant.....		1200	Atlanta, Ga.....	38	1056
Denver, Colo.....	12		Salt Lake City, Utah.....	39	1050
With A.B. or A.M.....		1500	Philadelphia, Pa.....	40	1000
		1200	Providence, R. I.....	40	1000
Buffalo, N. Y.....	12		Worcester, Mass.....	40	1000
Grade 8.....		1250	Birmingham, Ala.....	40	1000
Grades 1 to 7.....		1200	Richmond, Va.....	40	1000
Cleveland, Ohio.....	12	1200	Houston, Tex.....	40	1000
Boston, Mass.....	12	1200	Scranton, Pa.....	40	1000
Baltimore, Md.....	12	1200	Norfolk, Va.....	40	1000
Milwaukee, Wis.....	12	1200	Nashville, Tenn.....	48	850
WASHINGTON, D. C.....	12	1200			

**Summary**

With the present Washington salary and using the smallest amounts wherever minimum is not a single amount, 11 of the 48 cities in the above list pay more than Washington, 21 pay the same, and 15 pay less, as a minimum.

With the present Washington salary and using the largest amounts wherever minimum is not a single amount, 17 of the 48 cities in the above list pay more than Washington, 16 pay the same, and 14 pay less as a minimum.

**I**N EVERY large profession you must rely on economic motives to some extent for your recruits, in the teaching profession less than elsewhere perhaps; but even teachers are human. I do not expect the teaching profession to offer great material reward—that is impossible; but I do regard it as essential to a good scheme of education that teachers should be relieved from perpetual financial anxieties. . . . An anxious and depressed teacher is a bad teacher; an embittered teacher is a social danger.

—Rt. Hon. H. A. L. Fisher, M.P., London.

**Teachers of Grade 1 to 8—Continued****A Comparison of Maximum Salaries**

City	Rank	Maximum	City	Rank	Maximum
New York, N. Y.	1		Omaha, Nebr.	22	
Grades 7A and higher		\$3250	Three years beyond standard		\$2100
Grades 1A to 6B		2875	Standard		1800
Newark, N. J.	2	2500	Birmingham, Ala.	23	
Cleveland, Ohio	3		Distinguished service group		2000
Two years beyond standard		2880			1800
Standard		2400	Philadelphia, Pa.	24	1800
Milwaukee, Wis.	4	2400	Los Angeles, Calif.	24	1800
Seattle, Wash.	5	2100	Kansas City, Mo.	24	1800
Denver, Colo.	6		Kansas City, Kans.	27	1788
With A.M.		3080	New Orleans, La.	28	1750
With A.B.		2880	Syracuse, N. Y.	28	1750
Without degree		2040	Youngstown, Ohio	28	1750
Oakland, Calif.	7	2040	Albany, N. Y.	31	
Minneapolis, Minn.	8		Grade 8		1850
On special recommendation		2500	Grade 7		1775
Standard		2000	Grades 1 to 6		1700
Buffalo, N. Y.	9		Dallas, Tex.	32	1700
Grade 8		2050	Houston, Tex.	32	1700
Grades 1 to 7		2000	New Bedford, Mass.	32	1700
Detroit, Mich.	10	2000	Lowell, Mass.	32	1700
Boston, Mass.	10	2000	Spokane, Wash.	36	1700
Cincinnati, Ohio	10	2000	Providence, R. I.	37	
Jersey City, N. J.	10	2000	Grade 8		1800
Rochester, N. Y.	10	2000	Grades 5 to 7		1700
Akron, Ohio	10	2000	Grades 1 to 4		1650
Chicago, Ill.	16		St. Paul, Minn.	38	1650
Grade 8		2100	Salt Lake City, Utah	38	1650
Grades 5 to 7		2000	Baltimore, Md.	40	1600
Grades 1 to 4		1975	Worcester, Mass.	40	1600
Paterson, N. J.	17	1900	Louisville, Ky.	42	1550
Springfield, Mass.	17	1900	Indianapolis, Ind.	43	
Des Moines, Iowa	19		Group B		1800
With A.M.		3000	Group A		1500
With A.B.		2590	Norfolk, Va.	44	1500
Without degree		1860	Richmond, Va.	45	1485
Scranton, Pa.	20		WASHINGTON, D. C.	46	
Five years beyond standard, Ph.D.		2300	Grade 8		1600
One year beyond standard		2000	Grades 5, 6, 7		1500
Standard		1800	Grades 3, 4, and K.P.		1450
St. Louis, Mo.	21		Grades 1, 2, and K.A.		1300
Head assistant		2100	Atlanta, Ga.	47	1296
First assistant		1950	Nashville, Tenn.	48	1050
Second assistant		1800			

*Summary*

With the present Washington salary and using the smallest amounts wherever maximum is not a single amount, 45 of the 48 cities in the above list pay more than Washington, and 2 pay less, as a maximum.

With the present Washington salary and using the largest amounts wherever maximum is not a single amount, 40 of the 48 cities in the above list pay more than Washington, 2 pay the same, and 5 pay less, as a maximum.

**Principals of Elementary Schools***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.....	\$3750	\$250	4	\$4750
Chicago, Ill.:				
Lower group.....	2500	200	4	3300
Upper group.....	3500	200	4	4250
Philadelphia, Pa.....	2100			3700
Detroit, Mich.:				
13 rooms or less.....				2400
14 to 17 rooms.....				2800
18 to 21 rooms.....				3200
22 to 27 rooms.....				3600
28 to 50 rooms.....				4000
Cleveland, Ohio:				
9 or fewer teachers.....	\$200	above teachers' schedule.		
10 to 19 teachers.....	2400	120	4	2880 <sup>1</sup>
20 to 29 teachers.....	2535	135	4	3075 <sup>1</sup>
30 to 39 teachers.....	2670	135	4	3210 <sup>1</sup>
40 to 49 teachers.....	2820	150	4	3420 <sup>1</sup>
50 or more teachers.....	2970	150	4	3570 <sup>1</sup>
St. Louis, Mo.:				
1 to 5 rooms.....	1700	100	4	2100
6 to 9 rooms.....	1900	100	4	2300
10 to 13 rooms.....	2400	100	4	2800
14 to 17 rooms.....	2800	150	4	3400
18 or more.....	3200	200	4	4000
Boston, Mass.....	3564	120	4	4044
Baltimore, Md.....	1500			3200
Los Angeles, Calif.....	1880	50		3000
Buffalo, N. Y.:				
"C".....	2500	100	8	3300
"B".....	2800	100	8	3600
"A".....	3000	100	8	3800
Milwaukee, Wis.:				
Less than 8 rooms.....	2600	100	3	2900
8 to 13 rooms.....	3100	100	3	3400
14 to 17 rooms.....	3600	100	3	3900
18 or more.....	4100	100	3	4400
WASHINGTON, D. C.: <sup>2</sup>				
Teaching.....	1200	40	10	1600
Administration.....	\$30 per year per "session room" class of at least 25 pupils. Present extremes of session room allowance are \$30 and \$1050.			
Newark, N. J.: <sup>3</sup>				
Less than 15 classes.....	2500	100	4	3700
More than 14 classes.....	2900	200	8	4500
Cincinnati, Ohio.....	2000	100	15	3500
New Orleans, La.: <sup>4</sup>				
Less than 100 pupils.....	2000			2250
100 to 299 pupils.....	2100			2350
300 to 499 pupils.....	2250			2500
500 or more pupils.....	2400			2650

<sup>1</sup> Education beyond standard makes possible receipt of \$480, \$540 or \$600 above usual maximum.<sup>2</sup> Bonus of \$240 has been paid.<sup>3</sup> Schedule proposed for September, 1921.<sup>4</sup> Degree of A. B. entitles to \$150 additional.

## Principals of Elementary Schools—Continued

City	Minimum	Increments		Maximum
		Amount	Number	
Minneapolis, Minn.:				
Less than 12 rooms.....	\$1800	\$100	7	\$2500
12 to 16 rooms.....	2000	100	8	2800
17 to 23 rooms.....	2200	100	9	3100
24 to 30 rooms.....	2400	100	9	3300
More than 30.....	2600	100	9	3500
Kansas City, Mo.:				
Average attendance of 300 pupils.....	2350	100	4	2750
Average attendance of 480 pupils.....	2650	100	4	3050
Average attendance of 640 pupils.....	3050	100	4	3450
Seattle, Wash.:				
280 or fewer pupils.....	2400			2580
280 to 465 pupils.....	2760			2940
465 to 650 pupils.....	3120			3300
650 or more pupils.....	3480			3660
Indianapolis, Ind. <sup>1</sup> .....	2100			3000
Jersey City, N. J.:				
Primary.....	2300	100	8	3100
Grammar.....	2800	200	6	.....
		100	1	4100
Rochester, N. Y.:				
Less than 12 teachers.....	2200	100	7	2900
12 to 17 teachers.....				3200
18 to 23 teachers.....				3600
24 to 30 teachers.....				3900
31 to 45 teachers.....				4200
46 and more.....				4400
Denver, Colo.:				
3 to 10 rooms.....	\$200 more than salary as teacher.			
11 to 20 rooms with A.B.....	2500	150	6	.....
		100	1	3500
With A.M. or Ph.D.....	2500	150	8	3700
21 or more rooms with A.B.....	2700	150	6	.....
		100	1	3700
With A.M. or Ph.D.....	2700	150	8	3900
Providence, R. I. <sup>2</sup> .....	2100	100	3	2400
	2400	100	3	2700
	3100	100	3	3400
	3200	100	3	3500
				3800
Louisville, Ky.....	1650			2200
St. Paul, Minn. <sup>2</sup> .....	1725			2850
Oakland, Calif.:				
Less than 10 rooms.....	2100			2490
10 to 15 rooms.....	2640			2940
More than 15 rooms.....				3240
Akron, Ohio <sup>1</sup> .....	2300			2800
Omaha, Nebr.:				
7 rooms or less.....				1920
20 or more rooms.....				2700
Worcester, Mass.:				
2 to 9 rooms.....	1700	125		2475
10 or more rooms.....	2100	150		3500
Birmingham, Ala. <sup>2</sup> .....	1200	100	8	2000
	1600	150	8	2800
	1800	150	8	3000
	2000	150	8	3200

<sup>1</sup>\$100 per room, above 7 rooms, up to 16 rooms.<sup>2</sup>According to size of building.

**Principals of Elementary Schools—Continued**

City	Minimum	Increments		Maximum
		Amount	Number	
Syracuse, N. Y.:				
Junior—Women				\$2150
Senior—Women				2800
Senior—Men				3050
Richmond, Va.	\$1910			2530
Dallas, Tex.	2500			3000
Houston, Tex.	1900	\$100	8	2700
Scranton, Pa.:				
Less than 4 teachers	1000	100	8	1800
4 to 7 teachers	1200	100	7	1900
8 to 11 teachers	1500	100	7	2200
12 to 15 teachers	1600	100	7	2300
16 to 19 teachers	1700	100	7	2400
20 or more teachers	1800	100	7	2500
Paterson, N. J.:				
Primary	2400			3000
Grammar	3000			3700
Youngstown, Ohio <sup>1</sup>	1900	100	4	2500
		50	4	3000
New Bedford, Mass.:				
Primary	2250			2850
Grammar, B.	2250	125	4	2850
Grammar, A.				3350
Norfolk, Va.:				
Under 700 pupils	1800	150	5	2500
Over 700 pupils	1800	150	8	3000
Albany, N. Y.:				
Primary	1900	150	4	2500
Grammar	2650	150	4	3200
Lowell, Mass.:				
Primary	1250	80		1750
Grammar	1920	80		3100
Spokane, Wash.	1800			2550
Kansas City, Kans.	2350	100		3450

<sup>1</sup> \$10 additional for each teacher supervised.**A Comparison of Minimum Salaries**

City	Rank	Minimum	City	Rank	Minimum
Milwaukee, Wis.	1	.....	St. Louis, Mo.	6	.....
18 or more rooms		\$4100	18 or more rooms		\$3200
14-17 rooms		3600	14-17 rooms		2800
8-13 rooms		3100	10-13 rooms		2400
Fewer than 8 rooms		2600	6-9 rooms		1900
New York, N. Y.	2	3750	1-5 rooms		1700
Boston, Mass.	3	3564	Providence, R. I.	7	.....
Chicago, Ill.	4	.....	According to size of building		3200
Upper group		3500	According to size of building		3100
Lower group		2500	According to size of building		2800
Seattle, Wash.	5	.....	According to size of building		2400
650 or more pupils		3480			
465-650 pupils		3120			
280-465 pupils		2760			
280 or fewer pupils		2400			



**Principals of Elementary Schools—Continued****A Comparison of Minimum Salaries—Continued**

City	Rank	Minimum	City	Rank	Minimum
According to size of building.....		\$2100	100-299 pupils.....		\$2100
Kansas City, Mo.....	8	.....	Fewer than 100 pupils.....		2000
Average attendance 640 pupils.....		3050	Kansas City, Kans.....	20	2350
Average attendance 480-639 pupils.....		2650	Akron, Ohio.....	21	2300
Average attendance 300-479 pupils.....		2350	New Bedford, Mass.....	22	.....
Buffalo, N. Y.....	9	.....	Grammar.....		2250
A.....		3000	Primary.....		2250
B.....		2800	Rochester, N. Y.....	23	.....
C.....		500	Fewer than 12 teachers.....		2200
Paterson, N. J.....	10	.....	Philadelphia, Pa.....	24	2100
Grammar.....		3000	Indianapolis, Ind.....	24	2100
Primary.....		2400	Worcester, Mass.....	26	.....
Cleveland, Ohio.....	11	.....	10 or more rooms.....		100
50 or more teachers.....		2970	2-9 rooms.....		700
40-49 teachers.....		2820	Cincinnati, Ohio.....	27	2000
30-39 teachers.....		2670	Birmingham, Ala.....	28	.....
20-29 teachers.....		2535	According to size of building.....		2000
10-19 teachers.....		2400	According to size of building.....		1800
Newark, N. J.....	12	.....	According to size of building.....		1600
15 or more classes.....		2900	According to size of building.....		1200
Fewer than 15 classes.....		2500	Lowell, Mass.....	29	.....
Jersey City, N. J.....	13	.....	Grammar.....		1920
Grammar.....		2800	Primary.....		1250
Primary.....		2300	Richmond, Va.....	30	1910
Denver, Colo.....	14	.....	Houston, Tex.....	31	1900
With A.M. or Ph.D.....		2700	Youngstown, Ohio.....	31	1900
21 or more rooms with A.B.....		2700	Los Angeles, Calif.....	33	1880
Without A.M. or Ph.D.....		2500	Scranton, Pa.....	34	.....
11-20 rooms with A.B.....		2500	20 or more teachers.....		1800
Oakland, Calif.....	15	.....	16-19 teachers.....		1700
15 or more rooms.....		2940	12-15 teachers.....		1600
10-14 rooms.....		2640	8-11 teachers.....		1500
Fewer than 10 rooms.....		2100	4-7 teachers.....		1200
Albany, N. Y.....	1	.....	Fewer than 4 teachers.....		1000
Grammar.....		2650	Norfolk, Va.....	35	1800
Primary.....		1900	Spokane, Wash.....	35	1800
Minneapolis, Minn.....	17	.....	WASHINGTON, D. C.....	37	.....
More than 30 rooms.....		2600	20 rooms.....		1800
24-30 rooms.....		2400	16 rooms.....		1680
17-23 rooms.....		2200	12 rooms.....		1560
12-16 rooms.....		2000	8 rooms.....		1440
Fewer than 12 rooms.....		1800	St. Paul, Minn.....	38	1725
Dallas, Tex.....	18	2500	Louisville, Ky.....	39	1650
New Orleans, La.....	19	.....	Baltimore, Md.....	40	1500
500 or more pupils.....		2400			
300-499 pupils.....		2250			

*Summary*

Washington pays less than 33 cities of the 40 in this list and more than 6, if the eight-room-building principal's salary is considered. Washington pays less than 36 cities and more than 3 if the twenty-room-building principal's salary is considered.

## Principals of Elementary Schools—Continued

## A Comparison of Maximum Salaries

City	Rank	Maximum	City	Rank	Maximum
New York, N. Y.	1	\$4750	Seattle, Wash.	15	.....
Newark, N. J.	2	.....	650 or more pupils		\$3660
15 or more classes		4500	465-650 pupils		3300
Fewer than 15 classes		3700	280-465 pupils		2940
Rochester, N. Y.	3	.....	280 or fewer pupils		2580
46 or more teachers		4400	Cleveland, Ohio	16	.....
31-45 teachers		4200	50 or more teachers		3570
24-30 teachers		3900	40-49 teachers		3420
18-23 teachers		3600	30-39 teachers		3210
12-17 teachers		3200	20-29 teachers		3075
Fewer than 12 teachers		2900	10-19 teachers		2880
Milwaukee, Wis.	4	.....	Worcester, Mass.	17	.....
18 or more rooms		4400	10 or more rooms		3500
14-17 rooms		3900	2-9 rooms		2475
8-13 rooms		3400	Minneapolis, Minn.	18	.....
Fewer than 8 rooms		2900	More than 30 rooms		3500
Chicago, Ill.	5	.....	24-30 rooms		3300
Upper group		4250	17-23 rooms		3100
Lower group		3300	12-16 rooms		2800
Jersey City, N. J.	6	.....	Fewer than 12 rooms		2500
Grammar		4100	Cincinnati, Ohio	19	3500
Primary		3100	Kansas City, Mo.	20	.....
Boston, Mass.	7	4044	Average attendance 640 pupils		3450
Detroit, Mich.	8	.....	Average attendance 480 pupils		3050
28-50 rooms		4000	Average attendance 300 pupils		2750
22-27 rooms		3600	Kansas City, Kans.	21	3450
18-21 rooms		3200	New Bedford, Mass.	22	.....
14-17 rooms		2800	Grammar A		3350
13 or fewer rooms		2400	Primary and Grammar		2850
St. Louis, Mo.	9	.....	Oakland, Calif.	23	.....
18 or more rooms		4000	More than 15 rooms		3240
14-17 rooms		3400	10-15 rooms		2940
10-13 rooms		2800			2800
6-9 rooms		2300			2490
1-5 rooms		2100	Birmingham, Ala.	24	.....
Denver, Colo.	10	.....	According to size of building		3200
With A.M. or Ph.D.		3900	According to size of building		3000
With A.M. or Ph.D. or 21 rooms with A.B.		3700	According to size of building		2800
11-20 rooms with A.B.		3500	According to size of building		2000
Providence, R. I.	11	.....	Baltimore, Md.	25	3200
According to size of building		3800	Albany, N. Y.	26	.....
According to size of building		3500	Grammar		3200
According to size of building		3400	Primary		2500
According to size of building		2700	Lowell, Mass.	27	.....
According to size of building		2400	Grammar		3100
Buffalo, N. Y.	12	.....	Syracuse, N. Y.	28	.....
A		3800	Senior, men		3050
B		3600	Senior, women		2800
C		3300	Junior, women		2150
Philadelphia, Pa.	13	3700	Los Angeles, Calif.	29	3000
Paterson, N. J.	14	.....	Indianapolis, Ind.	29	3000
Grammar		3700	Dallas, Tex.	29	3000
Primary		3000			

**Principals of Elementary Schools—Continued****A Comparison of Maximum Salaries—Continued**

City	Rank	Maximum	City	Rank	Maximum
Youngstown, Ohio.....	32	\$3000	Fewer than 100 pupils.....		\$2250
Norfolk, Va.....	33	2500	Spokane, Wash.....	39	2550
Over 700 pupils.....		3000	Richmond, Va.....	40	2530
Under 700 pupils.....		2500	Scranton, Pa.....	41	2500
St. Paul, Minn.....	34	2850	20 or more teachers.....		2400
Akron, Ohio.....	35	2800	16-19 teachers.....		2300
Houston, Tex.....	36	2700	12-15 teachers.....		2200
Omaha, Nebr.....	37	1920	8-11 teachers.....		1900
20 or more rooms.....		2700	4-7 teachers.....		2200
7 or fewer rooms.....		1920	Louisville, Ky.....	42	2200
New Orleans, La.....	38	2650	WASHINGTON, D. C.....	43	2200
500 or more pupils.....		2500	20 rooms.....		2080
300-499 pupils.....		2500	16 rooms.....		1960
100-299 pupils.....		2350	12 rooms.....		1840
			8 rooms.....		

*Summary*

Washington is last in this list of 43 cities.

**Directors of Special Subjects***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.:				
Music, Drawing, Physical training, Sewing, Cooking.....	\$4800	\$140	5	\$5500
Kindergarten.....	4440			5000
Chicago, Ill.:				
Music, Art.....				3750
Household arts.....				4500
Physical education.....				4500
Manual training.....				5000
Philadelphia, Pa.:				
Music.....				5060
Drawing.....				4510
Physical education.....				4510
Kindergarten.....				3410
Detroit, Mich.....				4000
Cleveland, Ohio.....	3000	150	4	3600
St. Louis, Mo.:				
Music, Physical training, Penmanship.....	3200	200	4	4000
Drawing, Manual arts.....	4200	200	4	5000
Boston, Mass.:				
Household arts, Penmanship.....	2436	120	8	3396
Physical training, Music, Manual arts.....	3636	120	3	3996
Baltimore, Md.....	2000			2900
Los Angeles, Calif.....				3200
Buffalo, N. Y.....	2200	100	8	3000

**Directors of Special Subjects—Continued**  
*Minimum, Annual Increase, and Maximum Salaries*  
*Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
Milwaukee, Wis.....	\$1200	\$100	12	\$2400
WASHINGTON, D. C.....	2000	100	5	2500
Newark, N. J.....	2200	100	1	.....
		200	6	3500
Cincinnati, Ohio.....	2000			3600
New Orleans, La.....	1400	100	10	2400
Minneapolis, Minn.:				
Penmanship.....				2200
Domestic science.....				2500
Drawing.....				2750
Music.....				3200
Manual training.....				3300
Kansas City, Mo.:				
Penmanship, Manual training, Home Eco-				
nomics and Arts.....	2350	100	4	2750
Music, Physical training.....	2650	100	4	3050
Seattle, Wash.....				3660
Jersey City, N. J.....	3600			4100
Rochester, N. Y.:				
Drawing.....				3900
Physical training.....				4000
Penmanship, Music.....				4100
Providence, R. I.:				
Music.....				3500
Industrial education, Drawing.....				4000
Louisville, Ky.:				
Physical training.....				1850
Science.....				2200
Drawing.....				2250
Penmanship.....				2300
Music.....				2350
Home economics, Manual training.....				2400
St. Paul, Minn.....				3500
Oakland, Calif.....	1980			2650
Akron, Ohio.....				2600
Omaha, Nebr.....	2100	300		2400
Worcester, Mass:				
Domestic art.....	1625	125	2	1875
Drawing, Physical training, Manual training,				
Music.....	2050	150	8	3250
Birmingham, Ala.....	2400	150	8	3600
Syracuse, N. Y.:				
Drawing.....				2450
Physical training.....				2500
Music.....				2650
Industrial education.....				3600
Richmond, Va.....				2530
Houston, Tex.....	1900	100	8	2700
Scranton, Pa.....	1500	100	7	2200
Paterson, N. J.:				
Music.....				2000
Drawing and domestic art.....				2200
Manual training.....				2900
Youngstown, Ohio:				
Special subjects.....	2375			3000
Physical training.....	3000	100	3	3300

**Directors of Special Subjects—Continued**  
*Minimum, Annual Increase, and Maximum Salaries*  
*Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New Bedford, Mass.:				
Domestic art.....				\$1850
Physical training.....				2500
Sloyd.....	\$2100	125	6	2850
Drawing and Music.....	2350	125	5	2975
Salt Lake City, Utah:				
Art and handwork, Home economics, Domestic art.....				2000
Penmanship.....				2400
Physical education.....				2500
Industrial arts.....				2600
Drawing.....				2800
Albany, N. Y.:				
Drawing and Music.....	2600	150	4	3200
Physical education and Health.....	2800	150	4	3400
Spokane, Wash.....	2150	100	5	2650
Kansas City, Kans.:				
Penmanship and Gardens, Nature study.....				1488
Sewing, Music, Drawing, Physical education.....				2200

**A Comparison of Minimum Salaries**

City	Rank	Minimum	City	Rank	Minimum
New York, N. Y.....	1	.....	Household Arts, Penmanship.....		\$2436
Music, Drawing, Physical training, Sewing, Cooking.....		\$4800	Birmingham, Ala.....	13	2400
New York, N. Y.....	2	.....	Youngstown, Ohio.....	14	.....
Kindergarten.....		4440	Special subjects.....		2375
St. Louis, Mo.....	3	.....	New Bedford, Mass.....	15	.....
Drawing, Manual arts.....		4200	Drawing and Music.....		2350
Boston, Mass.....	4	.....	Kansas City, Kans.....	15	2350
Physical training, Music, Manual arts.....		3636	Buffalo, N. Y.....	17	2200
Jersey City, N. J.....	5	3600	Newark, N. J.....	17	2200
St. Louis, Mo.....	6	.....	Spokane, Wash.....	19	2150
Music, Physical training, Penmanship.....		3200	Omaha, Nebr.....	20	2100
Cleveland, Ohio.....	7	3000	New Bedford, Mass.....	20	.....
Youngstown, Ohio.....	7	.....	Sloyd.....		2100
Physical training.....		3000	Worcester, Mass.....	22	.....
Albany, N. Y.....	9	.....	Manual training, Music.....		2050
Physical education and Health.....		2800	Baltimore, Md.....	23	2000
Kansas City, Mo.....	10	.....	WASHINGTON, D. C.....	23	2000
Music, Physical training.....		2650	Cincinnati, Ohio.....	23	2000
Albany, N. Y.....	11	.....	Oakland, Calif.....	26	1980
Drawing, Music.....		2600	Houston, Tex.....	27	1900
Boston, Mass.....	12	.....	Worcester, Mass.....	28	.....
			Domestic art.....		1625
			Scranton, Pa.....	29	1500
			New Orleans, La.....	30	1400
			Milwaukee, Wis.....	31	1200

*Summary*

With the present Washington salary, 23 cities of the 31 in the above list pay more, 1 pays the same, and 6 pay less than Washington.

Directors of Special Subjects—*Continued*<sup>1</sup>

## A Comparison of Maximum Salaries

City	Rank	Maximum	City	Rank	Maximum
New York, N. Y.....	1	.....	Boston, Mass.....	27	.....
Music, drawing, physical training, Domestic science, Domestic art.....		\$5500	Household arts, Penmanship.....		\$3306
Philadelphia, Pa.....	2	5060	Minneapolis, Minn.....	28	3300
Music.....			Manual training.....		
New York, N. Y.....	3	5000	Youngstown, Ohio.....	28	3300
Kindergarten.....			Physical training.....		
Chicago, Ill.....	3	5000	Worcester, Mass.....	30	3250
Manual training.....			Manual training, Music.....		3200
St. Louis, Mo.....	3	5000	Los Angeles, Calif.....	31	3200
Drawing, Manual arts.....			Minneapolis, Minn.....	31	3200
Philadelphia, Pa.....	6	.....	Music.....		3200
Drawing, Physical Education.....		4510	Albany N. Y.....	31	3200
Chicago, Ill.....	7	.....	Drawing, Music.....		3200
Household arts, Physical education.....		4500	Kansas City, Mo.....	34	3050
Jersey City, N. J.....	8	4100	Music, Physical training.....		3000
Rochester, N. Y.....	8	4100	Buffalo, N. Y.....	35	3000
Penmanship, Music.....			Youngstown, Ohio.....	35	3000
Rochester, N. Y.....	10	4000	Special subjects.....		3000
Physical training.....			New Bedford, Mass.....	37	2975
Providence, R. I.....	10	4000	Drawing, Music.....		2900
Industrial education, Drawing.....		4000	Baltimore, Md.....	38	2900
Detroit, Mich.....	10	4000	Paterson, N. J.....	38	2900
St. Louis, Mo.....	10	4000	Manual training.....		2850
Music, Physical training, Penmanship.....		4000	New Bedford, Mass.....	40	2850
Boston, Mass.....	14	.....	Sloyd.....		2800
Physical training, Music, Manual arts.....		3996	Salt Lake City, Utah.....	41	2800
Rochester, N. Y.....	15	3900	Drawing.....		2750
Drawing.....			Minneapolis, Minn.....	42	2750
Chicago, Ill.....	16	3750	Kansas City, Mo.....	42	2750
Music, Art.....			Economics, Arts.....		2700
Seattle, Wash.....	17	3660	Houston, Texas.....	44	2650
Birmingham, Ala.....	18	3600	Oakland, Calif.....	45	2650
Syracuse, N. Y.....	18	3600	Spokane, Wash.....	45	2650
Industrial education.....		3600	Salt Lake City, Utah.....	47	2600
Cleveland, Ohio.....	18	3600	Industrial arts.....		2600
Cincinnati, Ohio.....	18	3600	Akron, Ohio.....	47	2530
Newark, N. J.....	22	3500	Richmond, Va.....	49	2500
Providence, R. I.....	22	3500	WASHINGTON, D. C.....	50	2500
Music.....		3500	Syracuse, N. Y.....	50	2500
St. Paul, Minn.....	22	3500	Physical training.....		2500
Philadelphia, Pa.....	25	3410	New Bedford, Mass.....	50	2500
Kindergarten.....			Physical training.....		2500
Albany, N. Y.....	26	3400	Salt Lake City, Utah.....	50	2500
Physical education and Health.....		3400	Physical training.....		2500
			Syracuse, N. Y.....	54	2450
			Drawing.....		2400
			Milwaukee, Wis.....	55	2400
			New Orleans, La.....	55	2400
			Louisville, Ky.....	55	2400
			Home economics, Manual training.....		2400

<sup>1</sup> Sixteen other cities which reported are omitted here for lack of space.

## Summary

With the present Washington salary, 49 cities in the above list of the 73 which reported pay more than Washington, 3 pay the same, and 20 pay less.

**Teachers of Junior High Schools***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.....	\$1900	\$150	9	\$3250
Philadelphia, Pa.....	1240			2040
Detroit, Mich.....	1700	200	4	
		100	1	2600
Cleveland, Ohio.....	1350	135	13	2700 <sup>1</sup>
St. Louis, Mo.:				
Transfers from grades.....	1300	100	6	1900
Transfers from high.....	1600	100	11	
		150	1	2850
Boston, Mass.....	1200	96	8	
		32	1	2000
Baltimore, Md.....	1450	150	3*	1900
Los Angeles, Calif.....	1800	65	8	
		80	1	2400
WASHINGTON, D. C.....	1200	30	10	1500
	1200	40	10	1600
	1440	100	8	2240
Cincinnati, Ohio:				
Non-college graduate.....	1300	100	15	2800
College graduate.....	1400	100	14	2800
Minneapolis, Minn.....	1200	100	13	2500
Kansas City, Mo.....	1608			1968
Rochester, N. Y.....	1600	100	8	2400
By special action of Board.....				2800
Newark, N. J.....	1900	100	9	
		200	1	3000
Denver, Colo.....	1200	120	7	2040
With A.B.....	1500	150	8	
		180	1	2880
With A.M.....	1500	150	8	
		180	1	
		100	2	3080
Oakland, Calif.....	1620	60	9	2160
Syracuse, N. Y.:				
Women, Non-college graduate.....	1250	75	8	1850
Women, College graduate.....	1350	75	8	1950
Men, Non-college graduate.....	1600	100	8	2400
Men, College graduate.....	1850	100	8	2650
Richmond, Va.:				
Non-college graduate.....	1000	Irreg.	9	1661
College graduate.....	1000			1903
Springfield, Mass.:				
Normal graduate.....	1300	100	6	1900
College graduate.....	1600	100	6	2200
Des Moines, Iowa.....	1370	120	7	2210
With A.B.....				2590
With A.M.....				3000
Lowell, Mass.:				
Men.....	1700	130	5	
		150	1	2500
Women.....	1400	100	6	2000
Spokane, Wash.....	1200	50	10	1700

<sup>1</sup> Education beyond standard makes possible receipt of \$540 above usual maximum.

\* Increment given every fifth year.

## Teachers of Junior High Schools—Continued

A Comparison of Minimum Salaries			A Comparison of Maximum Salaries		
City	Rank	Minimum	City	Rank	Maximum
New York, N. Y.....	1	\$1900	New York, N. Y.....	1	\$3250
Newark, N. J.....	2	1900	Denver, Colo.....	2	.....
Syracuse, N. Y.....	3	.....	With A.M.....	.....	3080
Men, college graduates.....	.....	1850	With A.B.....	.....	2880
Men, non-college graduates.....	.....	1600	Without degree.....	.....	2040
Women, college graduates.....	.....	1350	Des Moines, Iowa.....	3	3000
Women, non-college graduates.....	.....	1250	Newark, N. J.....	4	3000
Los Angeles, Calif.....	4	1800	.....	.....	2210
Detroit, Mich.....	5	1700	Cincinnati, Ohio.....	5	2880
Lowell, Mass.....	6	.....	Rochester, N. Y.....	6	2880
Men.....	.....	1700	.....	.....	2400
Women.....	.....	1400	St. Louis, Mo.....	7	2850
Oakland, Calif.....	7	1620	Cleveland, Ohio.....	8	2700
Kansas City, Mo.....	8	1608	Syracuse, N. Y.....	9	.....
St. Louis, Mo.....	9	.....	Men, college graduates.....	.....	2650
Transfers from high.....	.....	1600	Men, non-college graduates.....	.....	2400
Transfers from grades.....	.....	1300	Women, college graduates.....	.....	1950
Rochester, N. Y.....	10	1600	Women, non-college graduates.....	.....	1850
Springfield, Mass.....	11	.....	Detroit, Mich.....	10	.....
College graduates.....	.....	1600	With A.B.....	.....	2590
Normal graduates.....	.....	1300	.....	.....	2210
Denver, Colo.....	12	.....	Lowell, Mass.....	11	.....
With A.B.....	.....	1500	Men.....	.....	2500
With A.M.....	.....	1500	Women.....	.....	2000
.....	.....	1200	Minneapolis, Minn.....	12	2500
Baltimore, Md.....	13	1450	Los Angeles, Calif.....	13	2400
Cincinnati, Ohio.....	14	.....	WASHINGTON, D. C.....	14	2240
College graduates.....	.....	1400	.....	.....	1600
.....	.....	1300	.....	.....	1500
Des Moines, Iowa.....	15	1370	Springfield, Mass.....	15	.....
Cleveland, Ohio.....	16	1350	College graduates.....	.....	2200
Philadelphia, Pa.....	17	1240	Normal graduates.....	.....	1900
Boston, Mass.....	18	1200	Oakland, Calif.....	16	2160
WASHINGTON, D. C.....	18	1200	Philadelphia, Pa.....	17	2040
Spokane, Wash.....	18	1200	Boston, Mass.....	18	2000
Minneapolis, Minn.....	18	1200	Kansas City, Mo.....	19	1968
Richmond, Va.....	22	.....	Richmond, Va.....	20	.....
College graduates.....	.....	1000	College graduates.....	.....	1903
Non-college graduates.....	.....	1000	Non-college graduates.....	.....	1661
<b>Summary</b>			St. Louis, Mo.....	21	1900
17 cities in this list of 22 pay more than Washington, 3 pay the same, and 1 pays less.			Baltimore, Md.....	21	1900
			Spokane, Wash.....	23	1700
			<b>Summary</b>		
			With the present Washington salary 13 of the 23 cities in the above list pay more, and 9 pay less.		



**Principals of Junior High Schools**  
*Minimum, Annual Increase, and Maximum Salaries*  
*Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.	\$3750	250	4	\$4750
Philadelphia, Pa.	2100			3700
Detroit, Mich.	3500	500	3	5000
Cleveland, Ohio:				
Less than 1000 pupils.	3150	135	4	3690 <sup>1</sup>
1000 or more pupils.	3300	150	4	3900 <sup>1</sup>
St. Louis, Mo.	3700	200	4	4500
Boston, Mass.	3564	120	4	4044
Baltimore, Md.	2300			3000
WASHINGTON, D. C.	2700	100	5	3200
Cincinnati, Ohio.	3000			4000
Minneapolis, Minn.	3000			4200
Rochester, N. Y.:				
Below 60 teachers.	3000	150	8	4200
60 or more teachers.	3400	200	8	5000
Newark, N. J.	3100	200	8	4700
Oakland, Calif.				3540
Richmond, Va.	3190			3300
Springfield, Mass.	3300	100		4000
Lowell, Mass.				3000
Spokane, Wash.	1800			2550

**A Comparison of Minimum Salaries**

City	Rank	Minimum
New York, N. Y.	1	\$3750
St. Louis, Mo.	2	3700
Boston, Mass.	3	3564
Detroit, Mich.	4	3500
Rochester, N. Y.	5	
60 or more teachers.		3400
Below 60 teachers.		3000
Springfield, Mass.	6	3300
Cleveland, Ohio.	7	
1000 or more pupils.		3300
Less than 1000 pupils.		3150
Richmond, Va.	8	3190
Newark, N. J.	9	3100
Cincinnati, Ohio.	10	3000
Minneapolis, Minn.	10	3000
WASHINGTON, D. C.	12	2700
Baltimore, Md.	13	2300
Philadelphia, Pa.	14	2100
Spokane, Wash.	15	1800

*Summary*

With the present Washington salary, 11 of the 15 cities in the above list pay more and 3 pay less than Washington as minimum.

**A Comparison of Maximum Salaries**

City	Rank	Maximum
Detroit, Mich.	1	\$5000
Rochester, N. Y.	2	
60 or more teachers.		5000
Less than 60 teachers.		4200
New York, N. Y.	3	4750
Newark, N. Y.	4	4700
St. Louis, Mo.	5	4500
Minneapolis, Minn.	6	4200
Boston, Mass.	7	4044
Springfield, Mass.	8	4000
Cincinnati, Ohio.	8	4000
Cleveland, Ohio.	10	
1000 or more pupils.		3900
Less than 1000 pupils.		3690 <sup>1</sup>
Philadelphia, Pa.	11	3700
Oakland, Calif.	12	3540
Richmond, Va.	13	3300
WASHINGTON, D. C.	14	3200
Baltimore, Md.	15	3000
Lowell, Mass.	15	3000
Spokane, Wash.	17	2550

*Summary*

With the present Washington salary, 13 cities of the 17 in the above list pay more and 3 pay less as maximum.

<sup>1</sup> Education beyond standard makes possible receipt of \$540 or \$600 above usual maximum.

**Lower Group of High School Teachers****A Comparison of Minimum Salaries**

City	Rank	Minimum	City	Rank	Minimum
Newark, N. J.	1	\$2100	Spokane, Wash.	27	\$1500
New York, N. Y.	2	1900	WASHINGTON, D. C.	28	1440
Los Angeles, Calif.	3	1800	New Orleans, La.	29	.....
Seattle, Wash.	3	1800	Men.	.....	1700
New Bedford, Mass.	5	.....	Women.	.....	1400
Men.	.....	2225	Minneapolis, Minn.	30	1400
Women.	.....	1800	Kansas City, Mo.	30	1400
Oakland, Calif.	6	1740	Providence, R. I.	32	.....
Detroit, Mich.	7	1700	Men.	.....	1700
Boston, Mass.	8	.....	Women.	.....	1400
Men.	.....	1980	Akron, Ohio	33	1400
Women.	.....	1668	Omaha, Nebr.	33	1400
Kansas City, Kans.	9	1668	Scranton, Pa.	33	1400
Youngstown, Ohio	10	1625	Lowell, Mass.	36	.....
Chicago, Ill.	11	1600	Men.	.....	1700
St. Louis, Mo.	11	1600	Women.	.....	1400
Buffalo, N. Y.	11	1600	Syracuse, N. Y.	37	.....
Milwaukee, Wis.	11	1600	Men.	.....	1850
Jersey City, N. J.	15	.....	Women.	.....	1350
Men.	.....	1900	Cincinnati, Ohio	38	1300
Women.	.....	1600	Houston, Tex.	38	1300
Rochester, N. Y.	16	1600	Salt Lake City, Utah	38	1300
St. Paul, Minn.	16	1600	Albany, N. Y.	41	.....
Dallas, Tex.	16	1600	Men.	.....	1500
Paterson, N. J.	19	.....	Women.	.....	1300
Men.	.....	1800	Birmingham, Ala.	42	1250
Women.	.....	1600	Philadelphia, Pa.	43	1240
Atlanta, Ga.	20	1572	Louisville, Ky.	44	.....
Des Moines, Iowa	21	1550	Men.	.....	1600
Cleveland, Ohio	22	1500	Women.	.....	1200
Baltimore, Md.	22	1500	Norfolk, Va.	45	.....
Indianapolis, Ind.	22	1500	Men.	.....	1400
Denver, Colo.	22	1500	Women.	.....	1100
Worcester, Mass.	26	.....	Richmond, Va.	46	1000
Men.	.....	2050	Nashville, Tenn.	46	1000
Women.	.....	1500			

**Summary**

With the present Washington salary (lower group) and using the amounts paid women wherever a difference in salaries of men and women is reported, 27 of the 47 cities in the above list pay more than Washington, and 19 pay less as a minimum.

With the present Washington salary (lower group) and using the amounts paid men wherever a difference in salaries of men and women is reported, 33 of the 47 cities in the above list pay more than Washington, and 13 pay less as a minimum.

**Lower Group of High School Teachers—Continued****A Comparison of Maximum Salaries**

City	Rank	Maximum	City	Rank	Maximum
Newark, N. J.	1	\$3800	Baltimore, Md.	25	\$2250
New York, N. Y.	2	3700	St. Paul, Minn.	25	2250
Jersey City, N. J.	3	3400	Birmingham, Ala.	25	2250
Cleveland, Ohio	4	3300	WASHINGTON, D. C.	28	2240
Philadelphia, Pa.	5	3140	Chicago	29	2200
Denver, Colo.	6	2880	Scranton, Pa.	29	2200
Cincinnati, Ohio	7	2800	Indianapolis, Ind.	31	2100
Akron, Ohio	7	2800	Omaha, Nebr.	31	2100
Detroit, Mich.	9	2600	Albany, N. Y.	33	.....
Milwaukee, Wis.	9	2600	Men	.....	2300
Des Moines, Iowa	11	2590	Women	.....	2100
Boston, Mass.	12	.....	Kansas City, Kans.	34	2100
Men	.....	3276	Youngstown, Ohio	35	2062
Women	.....	2532	Salt Lake City, Utah	36	2050
Minneapolis, Minn.	13	2500	Atlanta, Ga.	37	2022
Worcester, Mass.	14	.....	St. Louis, Mo.	38	2000
Men	.....	3250	Kansas City, Mo.	38	2000
Women	.....	2500	Providence, R. I.	40	.....
Springfield, Mass.	15	.....	Men	.....	2400
Men	.....	3100	Women	.....	2000
Women	.....	2500	Louisville, Ky.	41	.....
Los Angeles, Calif.	16	2400	Men	.....	2300
Buffalo, N. Y.	16	2400	Women	.....	2000
New Orleans, La.	18	.....	Houston, Tex.	42	2000
Men	.....	3300	Lowell, Mass.	43	.....
Women	.....	2400	Men	.....	2500
Seattle, Wash.	19	2400	Women	.....	2000
Rochester, N. Y.	19	2400	Spokane, Wash.	44	2000
Oakland, Calif.	19	2400	Syracuse, N. Y.	45	.....
Dallas, Texas	19	2400	Men	.....	2650
Paterson, N. J.	23	.....	Women	.....	1950
Men	.....	3100	Norfolk, Va.	46	.....
Women	.....	2400	Men	.....	2100
New Bedford, Mass.	24	.....	Women	.....	1800
Men	.....	2725	Richmond, Va.	47	1683
Women	.....	2300	Nashville, Tenn.	48	1500

*Summary*

With the present Washington salary (lower group) and using the amounts paid women wherever a difference in salaries of men and women is reported, 27 of the 48 cities in the above list pay more than Washington, and 20 pay less as a maximum.

With the present Washington salary (lower group) and using the amounts paid men wherever a difference in salaries of men and women is reported, 32 of the 48 cities in the above list pay more than Washington, and 15 pay less as a maximum.

**W**HEN the salaries of teachers are raised to a point where the men and women who prepare for the work can be happy in it, proud of it, freed from constant financial worry, and able to pay their share of the social and civic activities of the town, then, and only then, will teaching attract the kind of men and women who should and can instruct the citizens of tomorrow.—The Literary Digest.

## Upper Group of High School Teachers

A Comparison of Minimum Salaries			A Comparison of Maximum Salaries		
City	Rank	Minimum	City	Rank	Maximum
Cleveland, Ohio.....	1	\$3400	Cleveland, Ohio.....	1	\$3600
Providence, R. I.....	2	3000	Milwaukee, Wis.....	1	3600
Men.....		3000	Chicago, Ill.....	3	3400
Women.....		2600	St. Louis, Mo.....	4	3200
Denver, Colo.....	3	2980	Denver, Colo.....	5	3080
St. Louis, Mo.....	4	2800	Baltimore, Md.....	6	3000
Milwaukee, Wis.....	5	2700	Minneapolis, Minn.....	6	3000
Kansas City, Mo.....	6	2600	Des Moines, Iowa.....	6	3000
Minneapolis, Minn.....	6	2600	Kansas City, Mo.....	9	2800
Rochester, N. Y.....	8	2500	Indianapolis, Ind.....	9	2800
Chicago, Ill.....	9	2400	Rochester, N. Y.....	9	2800
Birmingham, Ala.....	10	2375	Scranton, Pa.....	12	2700
Scranton, Pa.....	11	2300	Providence, R. I.....	13	2600
Indianapolis, Ind.....	12	2250	Women.....		2600
WASHINGTON, D. C.....	13	2200	Men.....		3000
Des Moines, Iowa.....	14	1740	Kansas City, Kans.....	14	2508
			WASHINGTON, D. C.....	15	2500
			Birmingham, Ala.....	15	2500
			Omaha, Nebr.....	17	2400
			Atlanta, Ga.....	18	2142

*Summary*

With the present Washington salary (upper group), 12 of the 14 cities in the above list pay more than Washington and 1 pays less.

*Summary*

With the present Washington salary (upper group), 14 of the 18 cities in the above list pay more than Washington, 1 pays the same, and 2 pay less as a maximum.

**Heads of Departments***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
Detroit, Mich.....				\$3300
Cleveland, Ohio.....				3800
Boston, Mass.:				
Masters, Dept. heads, Men.....	\$2844	\$144	7	3852
First Assistants, women.....	2028	96	7	2700
Baltimore, Md.:				
Eastern and Western H. S.....				2600
Polytechnic Institute.....				3200
Los Angeles, Calif.....	2400	70	5	2750
Buffalo, N. Y.....	2300	100	8	3100
WASHINGTON, D. C.....	2200	100	3	2500
Newark, N. J.....	2700	100	3	
		200	7	4400
Cincinnati, Ohio.....				3000
Indianapolis, Ind.....	2550			3100
Jersey City, N. J.....	3100	100	6	3700
Rochester, N. Y.....	2900			3600
Providence, R. I.:				
Men.....	2600			3200
Women.....	2200			2800
Louisville, Ky.:				
Men.....				2550
Women.....				2100
Oakland, Calif.....	2520			2820
Atlanta, Ga.....				2222
Omaha, Nebr.....				2700
Birmingham, Ala.....	1800	125	8	2800
Syracuse, N. Y.....				3000
Houston, Tex.....	1600			2300
Scranton, Pa.....	1800	100	7	2500
Springfield, Mass.....				3600
New Bedford, Mass.....				3100
Nashville, Tenn.....	1500			1700
Norfolk, Va.:				
Men.....	1800	100	6	2400
Women.....	1500	100	6	2100
Albany, N. Y.....	2600	150	4	3200
Lowell, Mass.:				
Men.....	1800			2600
Women.....	1500			2100
Spokane, Wash.....	2150			2550

**Heads of Departments—Continued****A Comparison of Minimum Salaries**

City	Rank	Minimum	City	Rank	Minimum
Jersey City, N. J.	1	\$3100	Newark, N. J.	1	\$4400
Rochester, N. Y.	2	2900	Cleveland, Ohio	2	3800
Newark, N. J.	3	2700	Jersey City, N. J.	3	3700
Albany, N. Y.	4	2600	Rochester, N. Y.	4	3600
Indianapolis, Ind.	5	2550	Springfield, Mass.	4	3600
Oakland, Calif.	6	2520	Detroit, Mich.	6	3300
Los Angeles, Calif.	7	2400	Albany, N. Y.	7	3200
Buffalo, N. Y.	8	2300	Buffalo, N. Y.	8	3100
Providence, R. I.	9	.....	Indianapolis, Ind.	8	3100
Men	.....	2600	New Bedford, Mass.	8	3100
Women	.....	2200	Cincinnati, Ohio	11	3000
WASHINGTON, D. C.	10	2200	Syracuse, N. Y.	11	3000
Spokane, Wash.	11	2150	Oakland, Calif.	13	2820
Boston, Mass.	12	.....	Providence, R. I.	14	.....
Men, Department heads	.....	2844	Men	.....	3200
Women, First assistants	.....	2028	Women	.....	2800
Birmingham, Ala.	13	1800	Birmingham, Ala.	14	2800
Scranton, Pa.	13	1800	Los Angeles, Calif.	16	2750
Houston, Tex.	15	1600	Boston, Mass.	17	.....
Nashville, Tenn.	16	1500	Men, Department heads	.....	3852
Norfolk, Va.	17	.....	Women, First assistants	.....	2700
Men	.....	1800	Omaha, Nebr.	17	2700
Women	.....	1500	Baltimore, Md.	19	.....
Lowell, Mass.	18	.....	Polytechnic Institute	.....	3200
Men	.....	1800	Eastern and Western H. S.	.....	2600
Women	.....	1500	Spokane, Wash.	20	2550
			WASHINGTON, D. C.	21	2500
			Scranton, Pa.	21	2500
			Houston, Tex.	23	2300
			Atlanta, Ga.	24	2222
			Lowell, Mass.	25	.....
			Men	.....	2600
			Women	.....	2100
			Louisville, Ky.	25	.....
			Men	.....	2550
			Women	.....	2100
			Norfolk, Va.	27	.....
			Men	.....	2400
			Women	.....	2100
			Nashville, Tenn.	28	1700

**Summary**

With the present Washington salary and using the amounts paid women wherever a difference in salaries of men and women is reported, 8 of the 18 cities in the above list pay more than Washington, 1 pays the same and 8 pay less as a minimum.

With the present Washington salary and using the amounts paid men whenever a difference in salaries of men and women is reported, 10 of the 18 cities in the above list pay more than Washington, and 7 pay less as a minimum.

**Luxuries Consumed in 1920**

Cosmetics	\$750,000,000
Furs	300,000,000
Soft drinks	350,000,000
Toilet soaps	400,000,000
Cigarettes	800,000,000
Cigars	510,000,000
Tobacco and snuff	800,000,000
Jewelry	500,000,000
Luxurious service	3,000,000,000
Chewing gum	50,000,000

**Summary**

With the present Washington salary and using the amounts paid women whenever a difference in salaries of men and women is reported, 20 of the 28 cities in the above list pay more than Washington, 1 pays the same, and 6 pay less as a maximum.

With the present Washington salary and using the amounts paid men whenever a difference in salaries of men and women is reported, 22 of the 28 cities in the above list pay more than Washington, 1 pays the same, and 4 pay less as a maximum.

**Principals of High Schools***Minimum, Annual Increase, and Maximum Salaries**Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N.Y.:				
Below 25 teachers.....				\$5000
25 or more teachers.....	\$5500	\$500	2	6500
Chicago, Ill.....	3700		11	5100
Philadelphia, Pa.....				5060
Detroit, Mich.....	5000	100	5	5500
Cleveland, Ohio:				
Below 1000 pupils.....	3200	200	4	4000 <sup>1</sup>
1000 to 1999 pupils.....	3400	200	4	4200 <sup>1</sup>
2000 and over.....	3600	200	4	4400
St. Louis, Mo.....	4200	200	4	5000
Boston, Mass.....	4140	144	4	4716
Baltimore, Md.....				4000
Los Angeles, Calif.....	2900			4200
Buffalo, N. Y.....	4100	100	8	4900
Milwaukee, Wis.....	4520	120	4	5000
WASHINGTON, D. C.....	2700	100	5	3200
Central High School.....	3500	100	5	4000
Newark, N. J.....	4200	100	2	
		200	7	5800
Cincinnati, Ohio.....	3800	100	7	4500
Minneapolis, Minn.....	3800			5000
Jersey City, N. J.....				6000
Rochester, N. Y.:				
Below 60 teachers.....	3000	150	8	4200
60 or more teachers.....	3400	200	8	5000
Providence, R. I.....	4200	100	3	4500
Technical School.....	4500	250	2	5000
Louisville, Ky.....	2650			4000
St. Paul, Minn.....				3100
				3400
				3550
				4050
Oakland, Calif.:				
Below 50 teachers.....	3240			3840
50 or more teachers.....	3840			4440
Akron, Ohio.....	4000			4400
Worcester, Mass.....		250		4500
Birmingham, Ala.:				
Below 1500 pupils.....	2600	200		4200
1500 or more pupils.....	3400	200		5000
Syracuse, N. Y.....				4000
Central High School.....				4500
Richmond, Va.....	3190			3960
Dallas, Tex.....				4000
Houston, Tex.....	2700			3200
Scranton, Pa.....				4350
Youngstown, Ohio.....				4500
Springfield, Mass.....				4500
New Bedford, Mass.....				4725
Norfolk, Va.....	2400	200	8	4000
Albany, N. Y.....	4500	250	4	5500
Lowell, Mass.....				4300
Spokane, Wash.....	3550			4150

<sup>1</sup> Possibility of \$800 more for education above standard.

**Principals of High Schools—Continued**

A Comparison of Minimum Salaries			A Comparison of Maximum Salaries		
City	Rank	Minimum	City	Rank	Maximum
New York, N. Y.....	1	\$5500	New York, N. Y.....	1	.....
Detroit, Mich.....	2	5000	25 or more teachers.....		\$6500
Milwaukee, Wis.....	3	4520	Below 25 teachers.....		5000
Albany, N. Y.....	4	4500	Jersey City, N. J.....	2	6000
Providence, R. I.....	5	4500	Newark, N. J.....	3	5800
		4200	Detroit, Mich.....	4	5500
St. Louis, Mo.....	6	4200	Albany, N. Y.....	4	5500
Newark, N. J.....	6	4200	Chicago, Ill.....	6	5100
Boston, Mass.....	8	4140	Philadelphia, Pa.....	7	5060
Buffalo, N. Y.....	9	4100	St. Louis, Mo.....	8	5000
Akron, Ohio.....	10	4000	Milwaukee, Wis.....	8	5000
Oakland, Calif.....	11	3840	Minneapolis, Minn.....	8	5000
		3240	Rochester, N. Y.....	11	.....
Cincinnati, Ohio.....	12	3800	60 or more teachers.....		5000
Minneapolis, Minn.....	12	3800	Below 60 teachers.....		4200
Chicago, Ill.....	14	3700	Providence, R. I.....	12	.....
Cleveland, Ohio.....	15	3600	Technical school.....		5000
		3400			4500
Spokane, Wash.....	16	3550	Birmingham, Ala.....	13	.....
WASHINGTON, D. C.....	17	3500	1500 or more pupils.....		5000
		2700	Below 1500 pupils.....		4200
Rochester, N. Y.....	18	3400	Buffalo, N. Y.....	14	4900
		3000	New Bedford, Mass.....	15	4725
Birmingham, Ala.....	19	3400	Boston, Mass.....	16	4716
		2600	Cincinnati, Ohio.....	17	4500
Richmond, Va.....	20	3190	Worcester, Mass.....	17	4500
Los Angeles, Calif.....	21	2900	Syracuse, N. Y.....	19	.....
Dallas, Tex.....	22	2700	Central High School.....		4500
Louisville, Ky.....	23	2600			4000
Norfolk, Va.....	24	2400	Youngstown, Ohio.....	20	4500
			Springfield, Mass.....	20	4500
			Cleveland, Ohio.....	22	.....
			2000 pupils and over.....		4400
			1000 to 1999 pupils.....		4200
			Below 1000 pupils.....		4000
			Oakland, Calif.....	23	.....
			50 or more teachers.....		4440
			Below 50 teachers.....		3840
			Akron, Ohio.....	24	4400
			Scranton, Pa.....	25	4350
			Lowell, Mass.....	26	4300
			Los Angeles, Calif.....	27	4200
			Spokane, Wash.....	28	4150
			St. Paul, Minn.....	29	4050
					3550
					3400
					3100
			Baltimore, Md.....	30	4000
			WASHINGTON, D. C.....	31	.....
			Central High School.....		4000
					3200
			Louisville, Ky.....	32	4000
			Dallas, Texas.....	32	4000
			Norfolk, Va.....	32	4000
			Richmond, Va.....	35	3960
			Houston, Texas.....	36	3200

*Summary*

(Comparison for Central High School only)

With the present Washington salary, 16 cities of the 24 in the above list pay more, and 7 pay less as minimum. (Comparison for other Washington high schools.) With the present Washington salary, 19 cities of the 24 in the above list pay more, 1 pays the same, and 3 pay less as minimum.

**UNLESS** the teachers and prospective teachers of our country are assured of satisfactory returns on their investments in education and for their services, the teaching profession will decline, there will be a still greater shortage of competent teachers, and the Nation will suffer an irreparable loss from the decadence of its educational systems.

*Summary*

Of the 36 cities on this list, Washington pays the lowest salary reported (for 6 of its 7 high schools); comparing the Central High School only, Washington pays less than 29 cities, the same as 4, and more than 2.



**School Nurses***Cities listed in order of size.*

City	Minimum	Increments		Maximum
		Amount	Number	
Philadelphia, Pa.:				
Chief nurse.....	\$1640	\$100	4	\$2040
Assistant nurse.....	1000	100	4	1400
St. Louis, Mo.....	1200	100	6	1800
Boston, Mass.:				
Supervising Nurse.....	1956	120		2196
School Nurse.....	1296	96		1584
WASHINGTON, D. C.....				1200
Newark, N. J.....	1300	60	7	
		80	1	1800
New Orleans, La.....	1500			1920
Rochester, N. Y.....	1200			2050
Providence, R. I.:				
School Nurse.....	\$92 to \$103 per month.			
Special School Nurse.....	\$95 to \$105 per month.			
Louisville, Ky.....	\$100 per month.			
Oakland, Calif.....	1560			1740
Richmond, Va. <sup>1</sup> .....	1211			1349
Scranton, Pa.:				
In High School.....				1250
In Grades.....				1200
Paterson, N. J.....	1100			1300
New Bedford, Mass.				
Supervisor.....	\$32 per week.			
Nurse.....	\$30 per week.			
Albany, N. Y.....	1100	75	6	1550
Lowell, Mass.....				1200

<sup>1</sup> Extra allowance for those going from school to school—\$49.50 to \$200.**A Comparison of Minimum Salaries**

City	Rank	Minimum
Boston, Mass.....	1	
Chief nurse.....		\$1956
Assistant nurse.....		1296
New Bedford, Mass.....	2	
Chief nurse.....		1664
Assistant nurse.....		1560
Philadelphia, Pa.....	3	
Chief nurse.....		1640
Assistant nurse.....		1000
Oakland, Calif.....	4	1560
New Orleans, La.....	5	1500
Newark, N. J.....	6	1300
Richmond, Va.....	7	1211
Rochester, N. Y.....	8	1200
Louisville, Ky.....	8	1200
St. Louis, Mo.....	8	1200
WASHINGTON, D. C.....	8	1200
Providence, R. I.....	12	
Special nurse.....		1140
Special nurse.....		1104
Albany, N. Y.....	13	1100
Paterson, N. J.....	13	1100

*Summary*

Of the 14 cities listed, 7 pay more than Washington, 3 pay the same, and 3 pay less.

**A Comparison of Maximum Salaries**

City	Rank	Maximum
Boston, Mass.....	1	
Supervising nurse.....		\$2196
School nurse.....		1584
Rochester, N. Y.....	2	2050
Philadelphia, Pa.....	3	
Chief nurse.....		2040
Assistant nurse.....		1400
New Orleans, La.....	4	1920
St. Louis, Mo.....	5	1800
Newark, N. J.....	5	1800
Oakland, Calif.....	7	1740
Albany, N. Y.....	8	1550
Richmond, Va.....	9	1349
Paterson, N. J.....	10	1300
Scranton, Pa.....	11	
High schools.....		1250
Grades.....		1200
Providence, R. I.....	12	1236
Lowell, Mass.....	13	1200
WASHINGTON, D. C.....	13	1200
Louisville, Ky.....	13	1200

*Summary*

Of the 15 cities, 12 pay more than Washington, and 2 pay the same.

**School Librarians***Cities listed in order of size*

City	Minimum	Increments		Maximum
		Amount	Number	
New York, N. Y.....	\$1400	\$100	10.	\$2400
Detroit, Mich.....	150 per month			200 p. mo.
Assistant.....	20 per month.			40 p. mo.
St. Louis, Mo.....	1800	100	4	2200
Baltimore, Md.....				1200
City College.....				1400
Los Angeles, Calif.....	1800			2400
WASHINGTON, D. C.....	1200	40	10	1600
Newark, N. J.....	2100	100	7	
		200	5	3800
Cincinnati, Ohio:				
Non-college graduate.....	1300			2800
College graduate.....	1400			2800
Denver, Colo.....	1500			2880
St. Paul, Minn.....	1500			2250
Oakland, Calif.....	960			2400
Syracuse, N. Y.....	1350	75	8	1950
Albany, N. Y.:				
Head of Division.....	1500	100	8	2300
Assistants—				
One at.....	1300	100	8	2100
Two at.....	1250	75	8	1850
Three at.....	1100	75	8	1700

**A Comparison of Minimum Salaries**

City	Rank	Minimum
Newark, N. J.....	1	\$2100
St. Louis, Mo.....	2	1800
Detroit, Mich.....	2	1800
Los Angeles, Calif.....	2	1800
Albany, N. Y.....	5	1500
Denver, Colo.....	5	1500
Cincinnati, Ohio.....	7	
College graduate.....		1400
Non-college graduate.....		1300
New York, N. Y.....	8	1400
Syracuse, N. Y.....	9	1350
WASHINGTON, D. C.....	10	1200
Oakland, Calif.....	11	960

**A Comparison of Maximum Salaries**

City	Rank	Maximum
Newark, N. J.....	1	\$3800
Denver, Colo.....	2	2880
Cincinnati, Ohio.....	3	2800
Detroit, Mich.....	4	2400
New York, N. Y.....	4	2400
Oakland, Calif.....	4	2400
Los Angeles, Calif.....	4	2400
Albany, N. Y.....	8	2300
St. Paul, Minn.....	9	2250
St. Louis, Mo.....	10	2200
Syracuse, N. Y.....	11	1950
WASHINGTON, D. C.....	12	1600
Baltimore, Md.....	13	1400

**Summary**

10 cities in this list pay more than Washington and 1 pays less.

**Summary**

11 cities in this list of 13 pay more than Washington and 1 pays less.

**Salaries as of May, 1921, of Assistant Superintendents of Schools  
in Cities Exceeding 100,000 Population**

City	Rank	Sal- ary	City	Rank	Sal- ary
New York, N. Y.:	1	.....	Minneapolis, Minn. ....	19	\$5000
Associate superintendent .....		\$8250	.....		4500
Chicago, Ill.:	2	.....	.....		4000
First assistant superinten-			.....		3600
dent .....		8100	Denver, Colo. ....	20	5000
Assistant superintendent .....		7200	Birmingham, Ala. ....	20	5000
Detroit, Mich. ....	3	.....	Los Angeles, Calif. ....	22	4800
Deputy superintendent .....		7680	Buffalo, N. Y. ....	22	4800
Assistant superintendent .....		6600	Kansas City, Mo. ....	24	4620
Cleveland, Ohio. ....	4	6500	Worcester, Mass. ....	25	4600
.....		5500	New Orleans, La. ....	26	4500
.....		5000	.....		4000
St. Louis, Mo. ....	5	6000	Providence, R. I. ....	27	4500
.....		5000	.....		3250
.....		4500	.....		2750
Boston, Mass. ....	6	6000	Columbus, Ohio. ....	28	4500
Dallas, Tex. ....	7	6000	.....		4000
Baltimore, Md. ....	8	6000	Youngstown, Ohio. ....	29	4500
.....		5500	Salt Lake City, Utah .....	30	4350
.....		4000	.....		3600
Newark, N. J. ....	9	5500	Portland, Oregon. ....	31	4250
Rochester, N. Y. ....	9	5500	.....		4000
Oakland, Calif. ....	9	5500	Richmond, Va. ....	32	4070
Akron, Ohio. ....	9	5500	Toledo, Ohio. ....	33	4000
Jersey City, N. J. ....	13	5400	WASHINGTON, D. C. ....	34	3750
Seattle, Wash. ....	14	5100	San Francisco, Calif. ....	35	3600
Philadelphia, Pa. ....	15	5060	New Bedford, Mass. ....	35	3600
.....		4070	Springfield, Mass. ....	37	3500
Pittsburgh, Pa. ....	16	5000	St. Paul, Minn. ....	38	3300
Milwaukee, Wis. ....	16	5000	.....		2600
Cincinnati, Ohio. ....	18	5000	Louisville, Ky. ....	39	2600
.....		3500			

*Summary*

Of the 39 cities reporting, 29 pay more than Washington, and 9 pay less, using the smallest salary whenever a city pays more than one rate

**Salaries as of May, 1921, of Superintendents of Schools in Cities  
Exceeding 100,000 Population**

City	Rank	Salary	City	Rank	Salary
New York, N. Y.	1	\$12,000	Kansas City, Mo.	30	\$7,000
Chicago, Ill.	1	12,000	Portland, Oregon	30	7,000
Philadelphia, Pa.	1	12,000	Richmond, Va.	32	6,500
Pittsburgh, Pa.	1	12,000	Yonkers, N. Y.	32	6,500
Jersey City, N. J.	5	10,500	Toledo, Ohio	34	6,240
Cleveland, Ohio	6	10,000	Dayton, Ohio	35	6,120
Boston, Mass.	6	10,000	WASHINGTON, D. C.	36	6,000
Buffalo, N. Y.	6	10,000	Providence, R. I.	36	6,000
Newark, N. J.	6	10,000	Worcester, Mass.	36	6,000
Cincinnati, Ohio	6	10,000	Syracuse, N. Y.	36	6,000
Seattle, Wash.	6	10,000	San Antonio, Tex.	36	6,000
Omaha, Nebr.	6	10,000	Bridgeport, Conn.	36	6,000
Detroit, Mich.	13	9,000	Houston, Tex.	36	6,000
Milwaukee, Wis.	13	9,000	Scranton, Pa.	36	6,000
Akron, Ohio	13	9,000	Paterson, N. J.	36	6,000
Youngstown, Ohio <sup>1</sup>	13	9,000	Salt Lake City, Utah	36	6,000
St. Louis, Mo.	17	8,000	Albany, N. Y.	36	6,000
Baltimore, Md.	17	8,000	Wilmington, Del.	36	6,000
Los Angeles, Calif.	17	8,000	Cambridge, Mass.	36	6,000
New Orleans, La.	17	8,000	Springfield, Mass.	49	5,800
Minneapolis, Minn.	17	8,000	New Bedford, Mass.	50	5,500
Rochester, N. Y.	17	8,000	Louisville, Ky.	51	5,000
Denver, Colo <sup>1</sup>	17	8,000	St. Paul, Minn.	51	5,000
Indianapolis, Ind.	24	7,500	Atlanta, Ga.	51	5,000
Columbus, Ohio	24	7,500	New Haven, Conn.	51	5,000
Oakland, Calif. <sup>2</sup>	24	7,500	Fall River, Mass.	51	5,000
Birmingham, Ala.	24	7,500	Norfolk, Va.	51	5,000
Des Moines, Iowa	24	7,500	Lowell, Mass.	51	5,000
Dallas, Tex.	29	7,200	Kansas City, Kans.	51	5,000

<sup>1</sup> Increase of \$1000 next year.

<sup>2</sup> Increase of \$2500 next year.

*Summary*

Of the 58 cities reporting, 35 pay more, 12 pay the same as Washington, and 10 pay less.

### Basis of Tabulation

The tabulations of this report are based upon information obtained in reply to a circular letter directed to superintendents of cities having over 100,000 population.

The 68 cities from which reports were asked with their populations according to the 1920 census are given here.

Forty-eight cities replied to the request for information. Those not replying are indicated thus \*.

Name of city	Rank in population	Population	Name of city	Rank in population	Population
New York, N. Y.....	1	5,621,151	Worcester, Mass.....	35	179,754
Chicago, Ill.....	2	2,701,705	Birmingham, Ala.....	36	178,270
Philadelphia, Pa.....	3	1,823,158	Syracuse, N. Y.....	37	171,717
Detroit, Mich.....	4	993,739	Richmond, Va.....	38	171,667
Cleveland, Ohio.....	5	796,836	*New Haven, Conn.....	39	162,519
St. Louis, Mo.....	6	772,897	*Memphis, Tenn.....	40	162,351
Boston, Mass.....	7	748,060	*San Antonio, Tex.....	41	161,379
Baltimore, Md.....	8	733,826	Dallas, Tex.....	42	158,976
*Pittsburgh, Pa.....	9	588,193	*Dayton, Ohio.....	43	152,559
Los Angeles, Calif.....	10	576,673	*Bridgeport, Conn.....	44	143,538
*San Francisco, Calif.....	11	508,410	Houston, Tex.....	45	138,076
Buffalo, N. Y.....	12	506,775	*Hartford, Conn.....	46	138,036
Milwaukee, Wis.....	13	457,147	Scranton, Pa.....	47	137,783
Washington, D. C.....	14	437,571	*Grand Rapids, Mich.....	48	137,634
Newark, N. J.....	15	414,216	Paterson, N. J.....	49	135,866
Cincinnati, Ohio.....	16	401,247	Youngstown, Ohio.....	50	132,358
New Orleans, La.....	17	387,219	Springfield, Mass.....	51	129,563
Minneapolis, Minn.....	18	380,582	Des Moines, Iowa.....	52	126,468
Kansas City, Mo.....	19	324,410	New Bedford, Mass.....	53	121,217
Seattle, Wash.....	20	315,652	*Fall River, Mass.....	54	120,485
Indianapolis, Ind.....	21	314,194	*Trenton, N. J.....	55	119,289
Jersey City, N. J.....	22	297,864	Nashville, Tenn.....	56	118,342
Rochester, N. Y.....	23	295,750	Salt Lake City, Utah.....	57	118,110
*Portland, Ore.....	24	258,288	*Camden, N. J.....	58	116,309
Denver, Colo.....	25	256,369	Norfolk, Va.....	59	115,777
*Toledo, Ohio.....	26	243,109	Albany, N. Y.....	60	113,344
Providence, R. I.....	27	237,595	Lowell, Mass.....	61	112,759
*Columbus, Ohio.....	28	237,031	*Wilmington, Del.....	62	110,168
Louisville, Ky.....	29	234,891	*Cambridge, Mass.....	63	109,694
St. Paul, Minn.....	30	234,595	*Reading, Pa.....	64	107,784
Oakland, Calif.....	31	216,361	*Fort Worth, Tex.....	65	106,482
Akron, Ohio.....	32	208,435	Spokane, Wash.....	66	104,437
Atlanta, Ga.....	33	200,616	Kansas City, Kans.....	67	101,177
Omaha, Nebr.....	34	191,601	*Yonkers, N. Y.....	68	100,226

### Summary

Twenty-eight of the 33 cities with population in excess of 200,000 replied.

Eleven of the 20 cities which sent no information have population of less than 150,000, and eight of these eleven cities have a population of less than 125,000.

**T**HAT nation which employs the best teachers with the highest pay and as a part of the best school system will be the best governed and therefore the greatest nation.—H. A. L. Fisher, President of the English Board of Education, and Member of Parliament.

**E**DUCATION IS frankly recognized by thinking people everywhere as the basis of successful democratic government. Numerous problems are now testing democratic governments as they have never been tested before. Therefore education now and in the future needs to be supported and developed as never before. Otherwise the whole structure of civilization is threatened with disaster. Education is at once insurance against danger and the key investment that makes possible greater development in the future.

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**A**T THE HEART of the whole scheme of education stands the teacher. If he is wise and strong and influential, sound educational practice will exercise a controlling influence upon the youth of the nation and the foundations in good citizenship will be sure. Great buildings and large classes are futile except as they are vitalized by well-trained, conscientious, and capable teachers. To obtain such teachers it is necessary to have candidates who are strong and fit—the best is none too good for the nation's children.

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**W**HAT INDUCEMENT shall be offered to the prospective teacher—the teacher who is to prepare today's children for citizenship in the greater nation of tomorrow? There are two great inducements—the privilege of service and reasonable opportunity to enjoy the things that go with economic independence. The privilege of service is a great appeal. It is a dominating influence in the lives of the best teachers. However, in the organization of modern society there are attractive opportunities for service in business and many other fields outside of teaching. Society cannot and should not rely entirely upon the appeal of service to maintain its system of education. Modern society is abundantly able to afford adequate education. It should be willing to pay the price.

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**W**HAT, then, should be done with teachers' salaries? Again let us recall the facts. Before the war, teaching had become notorious as a makeshift occupation. The war drew attention to the appalling situation and after a vigorous campaign by the National Education Association and other agencies salaries were advanced somewhat. In only a few cases were they advanced to levels which would insure a permanent supply of mature, well-trained teachers. The great majority of American communities must face squarely and frankly the problem of still further increasing the salaries of their educational workers. This will require recognition of the primary importance of education. It may require a new emphasis on values. It will require careful study and reorganization of methods of revenue-raising. It will require state aid and Federal aid, but it must be done. Democracy in its great hour of trial cannot afford to undermine the source of its strength and security—the school. It cannot afford not to pay salaries that will insure to every child in the nation a competent and well-trained teacher.—From an editorial in The Journal of the National Education Association, February, 1922.



*Mr. Wohlschlag*

FINANCING

# PUBLIC EDUCATION

MINUTES OF CHICAGO MEETING

PUBLISHED BY  
THE DEPARTMENT OF SUPERINTENDENCE  
OF THE NATIONAL EDUCATION ASSOCIATION

1201 Sixteenth Street Northwest

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May, 1922



## FINANCING PUBLIC EDUCATION

*Thomas E. Finegan, State Superintendent of Public Instruction,  
Harrisburg, Pennsylvania, Presiding*

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## FOREWORD

This Bulletin includes speeches delivered before the Department of Superintendence of the National Education Association at its meeting in Chicago, Wednesday morning, March 1, 1922. The program for this session of the Department was prepared upon the invitation of President Robinson G. Jones, Superintendent of Schools, Cleveland, Ohio, by Dr. Thomas E. Finegan, State Superintendent of Public Instruction, Harrisburg, Pennsylvania.

This material, which will also appear in the complete proceedings of the Association, is published in advance because of the immediate interest in the financial problems connected with education. It has been prepared for publication by the Editorial Department of the National Education Association and is being sent free to all members of the Department of Superintendence. A limited number of additional copies may be had at twenty-five cents each.

S. D. SHANKLAND,

*Secretary of the Department of Superintendence*

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1922-23

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## ***THE PROBLEMS BEFORE THE COMMISSION IN CHARGE OF THE EDUCATIONAL FINANCE INQUIRY***

**GEORGE D. STRAYER, DIRECTOR OF THE EDUCATIONAL FINANCE INQUIRY,  
AND PROFESSOR OF EDUCATIONAL ADMINISTRATION, TEACHERS  
COLLEGE, COLUMBIA UNIVERSITY, NEW YORK CITY**

Our conception of the scope of public education has developed and expanded during the past generation. In no part of the United States is the education provided in the elementary school now thought sufficient to satisfy either the demands of society or the needs of the individual. To the original elementary school we have added high schools, vocational schools, continuation schools, special classes, and college and university training at public expense. We have, as well, enlarged the scope of education to include physical education, health service, recreation, community organization, and the like. The cost of education has increased many fold. We are without any very clear definition of the extent of the program which is required, and we have no sound estimate of the cost that will be involved in providing for the realization of the whole or a part of the program.

We are living in a period of economic readjustment and uncertainty. There is in the popular mind a reaction against any increase in taxes and a demand for retrenchment in the support of governmental activities. We who work in the field of education are conscious of the inadequacy of much of the work that is now being done because of the failure to provide sufficient funds to pay for the service of properly qualified teachers or to provide the necessary buildings and equipment for schools. But however great our need, we are faced with the necessity of inquiring concerning the economic resources available for the support of schools. In making such an inquiry we may not ignore the cost of other governmental services, nor may we be unmindful of the fact that a very large percentage of our National income is consumed in maintaining the standard of living which we now enjoy. Because of the complexity of the situation confronting us, we need to assemble the facts upon which to base intelligent action in the financing of education.

The importance of an investigation in the field of educational finance was emphasized at the Citizens Conference on Education, called by the United States Commissioner of Education, in the spring of 1920. This conference passed resolutions urging a thorough-going investigation of the cost of education and of the public resources available for the support of our schools. The discussion at that time, participated in both by laymen and by educators, made it clear that we could not hope to advance the program indefinitely without a sound factual basis for estimating the costs involved.

A group of State and city superintendents of schools and other members of the Department of Superintendence met at Atlantic City in 1921. After considerable discussion they agreed that an inquiry concerning the present program of education and the cost of maintaining it was most vital to those charged with the responsibility for administering public education. They appointed a committee from their number to assist in launching such an investigation, provided funds were made available for the conduct of the inquiry.

The American Council on Education secured contributions amounting to \$170,000 from the Commonwealth Fund, the General Education Board, the Carnegie Corporation, and the Milbank Memorial Fund to cover the expenses of the investigation. These funds were contributed to the American Council on Education, with the distinct understanding that they would be spent in accordance with the best judgment of the Commission appointed by the Council. Those contributing the funds have from the start made it clear that they do not seek to influence in any way the conducting of the investigation and that they will not be responsible for its outcome. The Council has placed in complete charge of the inquiry a Commission composed of men experienced in education, taxation, and business. This Commission consists of the following persons: E. C. Brooks, S. P. Capen, E. P. Cubberley, Edward C. Elliott, Thomas E. Finegan, Robert M. Haig, Victor Morawitz, Henry C. Morrison, George D. Strayer, and Herbert S. Weet. The first meeting of the Commission was held during the last week in October. My report to you today is, therefore, an account of the progress of the inquiry for the four months that it has been under way.

The primary aims of the Educational Finance Inquiry will be to determine for typical States the program of public education which they have proposed in their constitutions and statutes, the extent to which these programs are now actually carried out, the present cost of education, and the cost that would be involved were the proposed program fully carried out. The distinction which we shall seek to make between the requirements of the law and the actual provision for education now made is a real one. In so simple a matter as the requirement of compulsory school attendance between seven and fourteen years of age there are very great variations in the enforcement of the law and consequent variations in the cost of public education. In many States the requirement with respect to the organization of special classes for those who are over-age, the establishment of continuation schools, the organization of vocational schools, the provision for medical inspection and health service, and the like, are only partially carried out.

We shall endeavor, as well, to discover what the cost of education would be were certain standards adhered to. For example, what would public education cost if every teacher in the elementary schools had a minimum training of standard high-school graduation, plus two years of professional training? How would the cost of education vary if the size of classes in the elementary and high schools were reduced to commonly accepted stand-

ards? What would be the cost involved in providing free textbooks in all schools? What does it cost to provide health service and dental clinics? What is the added expense involved in providing the vocational guidance made possible by the organization of a modern junior high school? What do school lunches, transportation of pupils, special classes for the feeble-minded, the anemic, the blind, and the crippled cost? From these and other closely related inquiries we ought to be able, when any new program for public education is urged, to indicate the added cost of maintenance involved. The disregard of our present legal requirements has been due, in a large measure, to the adoption of an extended program without any satisfactory provision for the financing of those new enterprises which have been added from time to time.

The Commission proposes, as well, to compare the growth in other governmental expenditures with the growth in school expenditures. It will be interesting to discover whether or not the large increase in the cost of public education is closely related to the increase for other governmental functions. We know that the program for public education has been greatly expanded. It may appear that there has been a similar expansion in other services provided for by local, State, and National government. A preliminary inquiry has already been undertaken with respect to taxation in support of public education. Studies which seek to evaluate current practices in the fiscal administration of schools are under way.

The Commission decided to undertake as an initial inquiry an extensive study in one State. It is expected that in the study of a single State methods of investigation may be developed that may be found applicable elsewhere, and that this preliminary inquiry may make it possible to economize time and effort in the more extended survey. For the purpose of this initial inquiry the State of New York was selected. This choice was made because of the completeness and accessibility of the financial reports made to the New York State Department of Education, which are based upon a uniform system of accounting, and an account of the thorough-going study of rural education just completed by the Committee of Twenty-One, of which Professor George A. Works, of Cornell University, is the Chairman. Considerable progress has already been made in the New York State inquiry, and the investigation has been extended to two other States, Illinois and California. While the inquiry is being conducted in these States certain other investigations are under way which of necessity must be extended to the whole country. For example, the expenditures of the National Government for education have been carefully listed. Inquiries concerning the fiscal administration of city school systems, school debts, insurance, and the like, involving data from communities throughout the country are well under way.

In any analysis of the cost of education it is necessary to differentiate among those units of organization commonly making up our educational system. The inquiry will, therefore, seek to discover the cost of elementary schools, junior high schools, high schools, teacher-training institutions, col-

leges, and universities. Certain other units of school organization, such as continuation schools, special education, and adult education, can be differentiated and their cost determined.

Another type of analysis of the cost of education in terms of the work actually done in the classroom is being undertaken. It is good to know the total cost of elementary schools, but it is far more informing to know what educational ends the elementary school is designed to attain and what it costs to realize each of these purposes. The present program of education, as we find it in modern elementary schools, can be organized around four large objectives:

(1) To read, write, and speak correctly the English language, and to know and use intelligently the elementary processes of arithmetic. By common consent these are the fundamentals without which satisfactory citizenship cannot be secured.

(2) To know and to observe the laws of physical health and well-being, and to appreciate the meaning of life and nature.

(3) To know and to appreciate the geography and history of the community, State, and Nation, and of the world at large; to realize one's share in the social, civic, and industrial order of such a democracy as ours, and to meet the obligations which such knowledge and appreciation should engender.

(4) To share intelligently and appreciatively in the fine and useful arts through the pursuit of drawing, music, of manual training, and the household arts as they are related to the three great universal needs of food, clothing, and shelter.

It will be helpful to know the relative proportion of the elementary-school budget which is expended for the teaching of fundamentals, as compared with those subjects which are sometimes considered less essential. With these facts before them, it may be that some of the critics of our schools will be less free to charge wastefulness, and that they will understand better than they now do the place and the cost of that part of our work which they call fundamental.

In addition to the analysis of school costs by units of school organization and in terms of educational objectives to be realized, it is proposed to undertake a careful study of those costs which cannot be charged directly to any specific unit of the school system. These costs are commonly designated as overhead. There is a popular belief that the overhead charges in the field of education are excessive. Nothing has been revealed by our inquiry to date that lends support to this charge. Nevertheless, it seems important to carry forward a most careful analysis of the charges for educational and business administration of schools, and in so far as it is possible to compare these overhead charges with similar costs in other undertakings.

The fiscal administration of schools involves the study of the participation by the State in the support of education as well as an inquiry concerning local administration and control. What part of the total support of schools is provided by the State? What sources of revenue are allocated for

school purposes? Is there a State school tax? How is the burden of support as between the more and less wealthy communities equalized? All of these problems are important for one who is interested in the support of public education in our American commonwealth.

The question of the separate financing of education is everywhere being considered. In the United States today approximately forty per cent of all of our cities are organized so as to give the boards of education control of the financing of public education, including, with certain limits, the levying of taxes. In about twenty-five per cent of our cities the board of education is completely dependent and is required to submit its budget to a general municipal fiscal authority, commonly the board of estimate and apportionment, and is permitted to spend funds only as they are granted for the purposes designated in the budget passed by this body. Other city boards of education enjoy varying degrees of independence or are subjected to varying degrees of control. The inquiry seeks to discover the effect of these variations in the fiscal administration of city school systems.

An inquiry concerning capital outlays has also been instituted. In the great majority of American cities there are insufficient accommodations for the children now enrolled in the public schools. In many communities old, unsanitary, and dangerous buildings are still being occupied. Many millions of dollars must be invested, if children are to be accommodated, and if their health and lives are to be safeguarded. It is important that in the expenditure of these millions the utmost economy consistent with sound educational practice be observed. The problem of financing building programs is one that may not be neglected in the study of school finance. In like manner, the present practices with respect to the insurance of school buildings, the preparation of school budgets, and fiscal accounting are worthy of consideration.

The Educational Finance Inquiry has no program which it seeks to impose. It cannot enter upon a study of the degree of efficiency that is attained by our schools as at present organized. It does seek to inquire what resources may reasonably be expected to be made available for education; what the cost of the program is as actually developed today; and what the cost would be were the program which has been proposed fully carried out. It will seek to analyze costs and to propose in the light of experience sound financial administration. It will endeavor to make clear the cost of expanding the present program, or of adopting higher standards than those which are now commonly found. It will seek to show what changes in our program would be necessitated were a policy of retrenchment required of those who administer our schools. It is only as we present to our public these basic facts with regard to the cost of education that we can hope for an intelligent solution of the problem of financing our American public-school program.

In all that the Commission plans to do it is dependent upon the coöperation of those who administer our public-school system. It is gratifying to be able to report that to date the Commission has had the most cordial and



intelligent coöperation of all who have been asked to furnish data, or to interpret the facts assembled. It will welcome any suggestion or criticism which any of you may be willing to give. The Commission is glad to work with you in the interest of our American public schools and for the welfare of the Nation.

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### *FINANCIAL NEEDS OF RURAL EDUCATION*

ARTHUR M. HYDE, GOVERNOR OF THE STATE OF MISSOURI, JEFFERSON CITY, MISSOURI

In this hearing the value of education will stand admitted. Discussion of education from the standpoint of the individual, of society, or of the State is unnecessary. Here, at least, all will agree that the primary duty of the State is to afford to its citizens, present and yet unborn, an opportunity for an education, and that the primary duty of the parents is to make any sacrifice that can be made for the education of their own and their neighbors' children.

No better test, to my mind, can be made of the value of education than this. Imagine the doors of all the schools of the world closed today to remain closed. In ten years the world would be one fourth illiterate; in twenty years one half illiterate, and any form of civilization would be endangered; in thirty years the world would be chaotic, and in forty years the night of the Middle Ages would have settled upon us. The world and its civilization—all that has been won by centuries of struggle—is separated from the abyss of savagery only by forty or fifty years of education.

The greatest problem of education today is the problem of rural education. Soon after coming into office I made a study of the conditions in rural Missouri. The schools of the towns and cities in Missouri, my friends, are, generally speaking, very creditable to the State of Missouri. The schools of the towns and cities of Missouri are not perfect, but they are so good that every Missourian can be proud of them. But what about the rural schools? I was amazed to find that our country boys and girls got on an average 121.6 days of schooling a year, whereas their city brothers and sisters got 171.5 days a year. That the boy of the town and city got fifty days more schooling than the boy of the country. I was amazed to find that eighty per cent of the university graduates, of the graduates of our State teachers' colleges, of the holders of first-grade teachers' certificates in this State, were teaching in the towns and cities, and that eighty per cent of the third- and fourth-grade certificate holders were teaching in the country. In the town they have grade schools, kindergartens, high schools, vocational training. In the country they have the one-room schoolhouse, which goes no higher than the eighth grade, and has to alternate its grades to go that high.

On further investigation I found that such a city as this taxed all of the property of all the people in the whole city, in order that every child, rich

or poor, living in the confines of this city should have an equal educational opportunity. I found that Kansas City, with 325,000 people, that St. Louis, with 800,000 people, taxed the property of the whole population, in order that every one might bear equally the burden of taxation to give to every child within the city limits an equal educational opportunity.

I found also that in Missouri there are 8836 rural school districts. Under the Missouri Constitution, the Board of Directors of a school district can levy forty cents taxes on one hundred dollars without any vote of the people. If the people of the district permit it, by a direct vote authorizing it, the Board of Directors of a school district can tax them sixty-five cents on the hundred dollars. Under the guise of economy of State affairs, former administrations of Missouri had assessed farm land and farm property at a small fraction of its value, or at from twenty to forty per cent of its real value. The farmer, therefore, could use only from twenty to forty per cent of the value of his own land as a basis for levying taxes for the support of his own schools.

Let us assume that the maximum of sixty-five cents was levied in every case. There were 852 school districts in Missouri which, under the old system, couldn't raise by local taxation more than \$195 a year to support their school system. There were 868 more districts under the old system that could not raise \$260 a year to support their school system. And out of the total 8836 rural districts in Missouri, more than sixty per cent—5511, to be exact—were unable to raise by local taxation as much as \$520 a year.

The average rural school district has less than 200 people in it. Let's see what it would mean to St. Louis if the school system of that city were on the same basis as it is in the average rural county. St. Louis has a magnificent system of schools, not perfect, but by all means one of which it is proud, consisting of its grade schools, its high schools, its vocational-training opportunities, and so on, and why? Because St. Louis taxes as one school district the property of 800,000 people, all in one district. To place St. Louis on the same plane as a rural county, divide St. Louis into school districts of 200 people. That would give St. Louis not one district but 4000. Instead of the magnificent system of schools St. Louis now has there would be 4000 one-room schoolhouses, 4000 school boards, 4000 independent teachers. Instead of great school buildings with laboratories and libraries, give to St. Louis the one-room schoolhouse, with its scanty curriculum, its poverty of equipment, and I venture the assertion that St. Louis would be little better than a whistling station inside of ten years. People would not live there; they would go, as so many farmers have done, to some place with better facilities for the education of their children.

The problem of the rural school is twofold. First, how to finance better schools in the present districts; second, how to induce consolidation of districts and finance the vastly improved consolidated schools. We have attempted an answer to this problem in two ways in Missouri. First, we put

property in the State for taxation upon the assessment books at as nearly what it is worth as we know how. Why was that necessary? First, because it takes money to build and maintain a school; second, because with fractional valuation of farm land there were 5511 school districts which were assessed at \$80,000 or less, and which at the highest rate of taxation permitted by the Constitution couldn't raise more than \$520 per year to support their schools; and third, because an efficient school cannot be maintained upon \$520 per year. Consequently, the only thing that could be done was to raise the valuation of the land and other property, so that the rate permitted by the Constitution would raise more money if the people wanted to raise it, and so voted.

Under full valuation the number of schools which were limited to \$195 a year for support was reduced from 852 to 252. The number of schools limited to \$260 a year was reduced from 868 to 357. The total number of schools limited to \$520 a year was reduced from 5511 to 3186. The enrolment of schools increased by 41,226, and there were in Missouri 6,000,000 more days attendance in 1921 than there were in 1920 as the consequence of the change in policy.

I know, and the statistics prove it, that the farmers of Missouri want their children to have the very best education that it is possible to give them. The statistics prove it, because eighty-one per cent of the school districts of this State voluntarily voted for the maximum levy permitted by the Constitution for school purposes. Now, my friends, when I think of the country boy or girl, trudging his mile or two to school through the mud and dust of spring and fall and the snow drifts of winter, trying to get an education in the one-room school that stops at the eighth grade, taught by a perfectly noble person, but one whose training entitles him only to a third- or fourth-grade certificate; trying to compete in the race of life on fifty days less schooling per year, in a school equipped, perhaps, with an old battered globe, a tattered map, but with no library and no laboratory, trying to compete in the race of life with his city brother and sister, with their specialized departments and their great equipment—when I think about the country boy and girl, I repeat, trying to compete under these unequal conditions, then I feel that it is a wonder, nay more, it is a marvel that out of the country have come so many of the world's great leaders.

Don't imagine that the change in assessed values was accomplished without a jar. The politician got busy and set up a howl that we were raising taxes on the farmers. The county courts and local school boards seized upon the increased valuation to levy much-needed revenues for improvements. The farmers became alarmed because they did not understand, and we heard from them in tones that were mistaken but by no means uncertain. You see, the farmers had for years been fed upon false political propaganda. They have been educated to believe that the cities should pay practically all the taxes, and that they were saving on taxation by having their lands assessed at a small fraction of their value. They were saving a few pennies

on taxation, but the voice which loudly proclaimed the pennies saved was silent as to why they could not maintain their schools. The hands which held out to the farmers a few cents saved in taxation were choking back their holiest aspirations for an education and a fair chance in life for their own boys and girls.

The fight is not yet over in Missouri. The farmers are beginning to understand. I have faith that when they do understand they will approve. They tell us it means our political ruin. But I am going to be Governor three years more in Missouri, and during those three years the kiddies of the farm are going to get a square deal. I want to know if there is a square-toed, up-standing, hard-hitting Republican or Democrat farmer in Missouri who will trade off his kiddies' chance for an education for a few cents per acre of taxes?

We did another thing in Missouri. A council of the leading educators of Missouri met to tell me what was the matter and what ought to be done about it. That council, backed by State Superintendent Baker, produced the County Unit Bill. I put every ounce of pressure I had behind it, and it finally passed.

Volumes have been written and songs have been sung about the one-room schoolhouse. It is a great American institution; out of it have come many of the world's biggest and best men. If there were nothing better to take its place, I would join, as I am sure every man here would join, in the defense of the one-room schoolhouse to the last ditch and last breath. But there is something better. It is the consolidated school. The consolidated school brings to the country, out where the farm boys and girls can get it, the blessing of eight grades of schooling, plus four years of high school. It gives to the boys and girls of the country equal opportunity, because it gives them a chance for an equal education with their city brothers and sisters. And this, my friends, is what the County Unit means, because it facilitates consolidation of schools and equalizes educational opportunity.

I had the figures the other day from Lafayette county. The superintendent had put out a sheet which showed that in Lafayette county they had levied a tax in the various districts running from five cents as a minimum to sixty-five cents as a maximum in the country, and \$1.50 as a maximum in the city. The County Unit means that there will be nobody "sneaking by" on a nickel for schools. The County Unit also means there will be nobody getting penalized because he believes in good schools. The County Unit system of schools will facilitate consolidation of rural schools and the construction of rural high schools. The County Unit means that all the property of all the residents within the jurisdiction shall be taxed equally in order to give every child within that jurisdiction the same identical opportunity for an education. That is all it does mean.

A noted American, Roger Babson, was visiting the President of the Argentine Republic, who remarked that South America was richer in natural resources, in forest and water, mineral and mine, than North America, and then asked Roger Babson why it was that North America had developed

so much more than South America, although South America was naturally the richer. Mr. Babson, as guest, did not answer. The President answered his own question, and the answer was this: "North America has developed more because the Spaniard came to South America in quest of gold; the pilgrim came to North America in quest of God."

My friends, I do not preach Christianity in the terms of the pulpit. I wish I could. But this I do know; fifty years ago Missouri was as great as her people, and no greater. Today Missouri is as great as her people, and no greater. Fifty years from now Missouri will still be of the same size as her people. Fifty years ago Missouri was richer in mineral resources than she is today; fifty years hence Missouri will be less rich in mineral resources than she is today. Not in mineral resources, and not in hogs, not in terms of material wealth will the greatness of a people be measured; Missouri will be measured in terms of the greatness of her people, and her people will be gauged, first, by their morality; second, by their education; and third and lastly, by their possessions.

I am not a politician. I wish I were. The State administration has put its feet in a pathway, the end of which is a bigger and better Missouri, because it means a bigger and more holy and better educated people in the next generation than we have in this. My friends, did you ever stop to think what it is that makes America, your country and mine? Are you one of the people who believes that America is nothing more than scope of territory and a spot upon the geography? Are you one of those who believes that America is nothing more than its Constitution and a set of laws that limit and define the rights of common men? Are you one of those who believes that America is a sort of social experiment station, a human biographical laboratory, wherein are weighed and calipered the rights of class and mass? My friends, America is all of these things, but America is more than the sum total of these things. If you seek for the commencement of Americanism and of America, you must go back through Abraham Lincoln, on his knees on the floor of the White House; back through George Washington, on his knees in the bitter snow of Valley Forge; back across the ocean to the French Revolution and to the Magna Carta, that great charter of human liberty, wrung from an obstinate and despotic crown at Runnymede; back further to that old cross upon the hill of a Skull, whereon hung The Man who first taught mankind liberty and brotherhood, when he taught all men to say that basic term of human brotherhood, "Our Father." Taking their aspiration and their inspiration from Him, there has struggled down through the ages a long, long caravan of men, bearing at their head the torchlight of human liberty. There has struggled up the long trail of centuries an unnumbered and innumerable host of men who fought upon thousands of battlefields, who pushed ever forward the torchlight of human brotherhood, justice, and liberty, until at last that torchlight was transferred to our shores, to be caught up by a Washington, a Hamilton, and a Jefferson, and America has become the golden hope of the whole world today!

It was the men who founded your Government, who first set it down in black and white: "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and means of education shall forever be encouraged." I stand here tonight proud of the fact that during the last year the State of Missouri was able to give to the common schools of the country and of the city \$1,142,000 more of State money than they ever had in their history before. I am proud of the fact, if they needed the money, that the school boards of our State have dared to raise seven and one half million more than the schools ever had from that source in their history before.

### *FINANCIAL NEEDS OF EDUCATION IN CITIES*

MARK L. THOMSEN, CLEVELAND, OHIO

When I saw your program for this morning and saw the list of distinguished and scholarly speakers it was with a good deal of fear that I made an attempt to face you, and yet in a way this is a familiar gathering. If I had the time to reminisce I would tell you how well I know many of you who have never seen me, because it was only four or five years ago when we needed a new superintendent in Cleveland and made a Nation-wide search. In the process of that search I obtained confidential information about most of you who have the right to call yourselves prominent educators at all. That canvass was so thoroughly made that while we could not choose all of you for superintendents for the city of Cleveland the same list served for several boards of education, and in two instances that I know of superintendents for large cities were chosen from that list. They were the very men we had under consideration. Some of them we did not take because we could not take two.

My relations with superintendents of schools have been very close. We have the same sort of fight in Ohio that Governor Hyde, of Missouri, outlined to you, and as a professional man meeting the superintendents from all over the State it was interesting and encouraging to me to find the readiness with which those superintendents were willing to leave the matter of raising the funds to those who were members of the Board of Education, who were simply buffers between those of you who were doing the real work and the public itself. In the process of that campaign I, of course, became acquainted with many superintendents. I wish this morning I had the time to call by name those of you in cities outside of Ohio that I got to know. Frank Hunter's name has just been mentioned. I spent a whole day with him in a room at the Blackstone Hotel in Chicago. I shall never forget that pleasant interview. I hope I can meet him here after this morning's exercises.

I want to express at the opening of my remarks my great pleasure in the fact that Dr. Strayer and the committee that he represents has finally undertaken what should have been undertaken ten or fifteen years ago

when there broke out an epidemic of surveys of school systems the country over. These surveys, of course, have done a great deal of good. One of the most notable surveys was made of the Cleveland school system. I learned a great deal from it, but in nearly all those surveys the cart was put before the horse. What should have been done first of all was not done. They tell you what a school system ought to do and then call your attention to how far you failed in doing it, when what should have been done was to provide the money with which to do it.

You cannot have an ideal salary schedule, you cannot pay a superintendent \$2000 a year, unless you have the funds with which to pay, without going to the other extreme which has been done in so many places and borrow not only for the physical equipment of the school system but borrow for the actual operating needs from year to year and burdening the system with a debt that is huge. This I will refer to later on.

So I am very glad to know, indeed, that Dr. Strayer and these fellows who have been in the surveys the country over have finally come to see the light, have come to the point where they are thoroughly investigating the sources of revenue for the school system the means by which they may be raised, and then where those funds after they have been raised or they have been made possible, where those funds shall be applied.

Now, the needs of the country have been most eloquently outlined by Governor Hyde. I wish he had been Governor of the State of Ohio through the period when we had to fight for funds in that way. We would not have had much of a fight, but we actually had a fight, because the then Governor of Ohio was ambitious to be President of the United States and did everything that any human being in office could do to withhold from us the power of taxation for at least two years until he had succeeded in getting the nomination and in making the canvass for the presidency. Everything that any man with shrewdness and great ability could do was done. He offered me anything. He would allow us immediately to certify the deficits for two years in advance and issue bonds for them in advance, mind you. He would do anything but actually raise the money because he felt very strongly that he wanted to be able to say while he was in office, while he was seeking the nomination for the presidency that during his term, in spite of the war and high prices, taxes had not been raised.

I am glad that Governor Hyde takes the other view. I believe that the greatest function a board member can fill, the greatest service he can give to his community and to his State is to preach with fervor and with absolute conviction that the public if the question is properly put before it, will pay for education. The public will do that sooner than anything else.

That was the burden of my song during the four years that I was a member of the board and for the three years that I was President of the Association of Board Members for the State of Ohio. Now having said that, it may seem queer to you what will come after, but it will not seem any queerer to you than a statement I read in the paper last night made

by Dr. Frank Spaulding, because he mellowed evidently very much and advocated great tolerance towards the middle-aged teachers in prodding them towards greater efficiency. I presume that he too has seen the light that in all these things, efficiency, newer methods, content training, and so on, that in all those things exactly the same as in tests we may go too far and we may have no longer as a result progress but actual revolt, an overturning of the good that has been done.

I remember saying at one time at a meeting that I hoped we would not go too fast, that we would not get beyond the public, because it had been my observation as a student, as an observer of political reform—I think Mr. Davenport who preceded me will bear me out—that sometimes the most thorough-going reform administration in city government is the one that gets most readily upturned. I presume no city in the United States had a finer administration than had New York City under Mr. Mitchel. Later on he died, I believe, in the War. Yet his work was overturned overwhelmingly at the end of four years, and apparently the overturning has been sustained, and I think very largely due to the fact that those men, good as they were, failed to educate and take the public along with them. Instead of having a continuous reform, instead of having an evolution of good things there was a temporary revolution and then a turning-back to the things that they had had before.

This illustration is important at this time, because while you will need, and Dr. Strayer and his committee will find you will need many more millions of dollars than you have ever had before to carry out a so-called ideal administration of a public-school system that you want, you will, in my judgment, get it much sooner, say within ten years, if you make one tenth of the progress each year instead of trying to make the entire progress in one year and having it overturned the second and third year thereafter.

I am saying this to you men and you women, because you are the superintendents of this country, to you will come the work of educating those with whom you work. That means, first of all, your associates, then the members of your own board that you have to labor with, and through them in turn, the education of your own local constituency. If you can carry that along with you you will succeed; if you can't carry it along with you you will be kicked out sooner or later, not because you are wrong but because you fail to catch the necessity of educating the public with you.

Just now we have undergone a tremendous burden of taxation, and yet there are greater calls for money than we ever had before. Boards of education the country over—I am no longer a member of the Board of Cleveland and so I am not speaking from that standpoint—have been unfortunate in having this acute situation that the War brought about with the cost of living so high that the actual salaries received by the teachers were utterly inadequate to fill the needs, and thousands of faithful teachers left the ranks. No matter how much they loved their work they were compelled to leave because they could not live on those salaries.

This exodus from the teaching ranks brought the great wage revision,



a revision of salary schedules throughout the country. Those salary schedules, of course, are not even now what they should be, but they are a tremendous step forward, and as the cost of living falls I personally hope that the salaries will not fall with it, that the salaries will remain on the scale where they were placed. Nevertheless, these boards have been burdened with an operating cost for the time being, and coming also at the same time as the great needs for the National funds it has made it extremely hard to carry the burden. Exactly the same problems that confront boards of education confront the President of the United States today, and I can't say too much in admiration of the way he is handling this bonus question. I am not speaking either for or against the bonus legislation that is proposed in Congress, but I approve of the President's insisting that if the bonus legislation is passed, made obligatory upon the Government, there shall also be provided at the same time the funds with which to meet it, that we shall not continue to go on and borrow and borrow and borrow.

That brings me to the greatest need in city financing today—that is, the means with which to pay the debts that have been accumulated in one form or another. Now you may want to know something of what from the standpoint of a board member has been the great need of the city school. The country school needs have been outlined to you. American cities like Chicago, St. Louis, and Cleveland, they are good for examples of what I mean, have grown in a haphazard way, nearly all of them without any definite plan, nearly all of them without proper spaces laid out in the beginning for parks, school grounds, playgrounds, breathing spots. As they have grown they have become congested in certain portions, usually the ones with the least facilities. The ordinary playgrounds are utterly insufficient to take care of the growing needs of the school children, nevertheless city school boards must at a time when property values are high purchase and condemn property for school grounds, plan larger school buildings at enormous cost, utterly out of proportion to their utility.

Then we have the great influx of foreigners. I was born abroad myself. I always speak of this matter with the greatest sympathy, and I hope with some understanding, I am sure with a greater understanding than some of those who count themselves authorities thereon. This foreign population requires special attention. We have in Cleveland what we call steamer schools, so-called because they are composed largely of children that came fresh from the steerage compartments of European steamships. With this huge foreign population there came with it the great illiterate foreign population, sometimes illiterate only so far as the English language was concerned. The great problem of trying to educate such an adult population entailed enormous expense on the city government.

Now these are problems for the city government that the country sees nothing of. I have found it extremely difficult in going before the legislature of the State of Ohio to convince those men, the majority of whom were from country districts, that these problems were not imaginary problems, but that they were real problems with which every board had to deal.

Great as those problems are, still greater problems have been thrust on the average city school system by the fact that the compulsory age for school is constantly being raised. In the State of Ohio it is for some pupils eighteen years, for others, sixteen. I remember the time when it was raised from thirteen to fifteen years, a huge increase in school population which we had to take care of at once. Now when we have once covered a district and placed in that district schoolhouses with a certain number of rooms to take care of the normal number of pupils, then all of a sudden we have had thrust upon us the problem of taking care of anywhere from twenty to thirty per cent more pupils. Then came makeshifts of every kind for housing more pupils in the same rooms. The Gary plan was tried, then the shift plans, the Kalamazoo plans, and all the other plans were tried as fast as experts could think of them, half-day sessions, and the like.

I remember going to Public School No. 64 in New York City, in which Dr. Emerson, of Boston, had succeeded in getting the Bureau of Experimental Work in New York to inaugurate the experiment of better feeding or nourishing of children, particularly from that district, and I remember how I looked it over and how I admired the ingenuity with which the Board of Education in New York, or its head, had made use of what they could for playgrounds, for with the enormous street congestion, dangerous to life and limb, something had to be provided in the way of playgrounds. Do you men in the rural districts have any idea of what it means in a city to provide for a single new school in a district of that kind, not only enough room in which to erect the building itself, but some halfway adequate school-provisions for the children as well? That is the tremendous burden that is put on the modern American city today. Then there is the question of secondary education. I admit all that Governor Hyde said. He said it so well, so thoroughly. I am so heartily in sympathy with the program that he has inaugurated in Missouri that I hope he will remain in office long enough to see it through. I am so heartily in sympathy with it that I would dislike to have you think for one moment that I am criticising what he said, but the question of secondary education in the cities is far more important than it is in the country for the very simple reason that we have not the occupations that are decent and healthful or at all proper for children from fourteen to seventeen in the Nation's cities. I was brought up in the country, and from the age of twelve to the age of nineteen I did not go to school at all. I am a college man today, but I do not particularly lament or regret the fact that from the age of twelve to nineteen I was kept out of school. There was plenty of good healthful, sane work that exercised my brain probably as much as school would have exercised it and gave me a sense of responsibility as well. There was plenty of work of that kind that could be done. If you go to the cities and you want to pick out an occupation for boys and girls nine, twelve, and seventeen years of age, what will you get? The meanest kind of factory work, dangerous to health, under circumstances that are morally

unfit for those young people. It is doubly important for us to take care of that huge school population through that adolescent period, and we must do it by some type of secondary education. It takes a great deal of money to equip such a school as our Cleveland East Technical High School, the forerunner, according to Mr. Wirt, of Gary, and others, of many fine technical high schools in the country. It takes a huge amount of money, enough to found a college to build a school like that in modern times. I think we have an appropriation at this time of fully a million and a half for one of those big schools. These are the problems that are thrust upon the city school officials today. They cannot be taken care of twenty or forty years from now.

I would not plead for less money for the country, I would plead, if I had any power to plead effectively, for far more money for country schools than they are receiving today. One of the pitiable and pathetic things that I found when as an amateur in the matter I started out to reform the laws of the State of Ohio was that because a constitutional provision exists that the laws must be of uniform application, I could not help Cleveland without reforming the laws of the entire State. It was pathetic to me to find that the small town of stationary population, no growth and no decline, of which there are a great many in this country, were through stupidity and neglect in far greater difficulty financially than were the great cities like Cincinnati and Cleveland and Toledo and Columbus, just because they had forgotten entirely what Justice Brewer, of the United States Supreme Court, stated to our graduating class in law school, that one of the great curses of the United States was not our great industrial trusts that were then being prosecuted in the courts, but it was the abominable trust of the people of the United States in the future generation to pay the debts that we were piling up in endless bond issues at the time.

For these cities have almost all of them, without exception, gone hugely in debt to provide the buildings and the equipment that is needed for modern city work. Some have also, through faulty budgeting, gone in debt for actual operating expenses.

I am a resident of one of the suburbs in Cleveland, adjacent to another suburb, counted one of the wealthiest and most rapidly growing suburbs around Cleveland. The board that went into power a few weeks ago found that instead of having any sinking fund in that suburb there was absolutely nothing but a book entry. Every dollar in their sinking fund had been used up for operating expenses, and that was done in a wealthy enlightened suburb, where there was no need of such a procedure, because they had nowhere near reached the limit of taxation. Two of the board members have come to me for advice. What will they do with the school population growing at a rate that will probably increase their school population in the average more than 20 per cent a year? What will they do when the very buildings that they have today for which bonds were issued a long time ago are not paid? Now that is the fault of budgeting. Somebody—either members of the board who were mentally too lazy to make

the investigation evidently, or a superintendent, a clerk, or a paid official, who also was mentally too lazy to put the facts before the board, and the facts through the board before their public—failed to get what was needed at the time it was needed when there was plenty of funds.

The suburb in which I will live is near there and its population, though a very small population, is even wealthier. Exactly the same thing is being duplicated there with long term bonds running from thirty to thirty-five years, with extremely small nominal payments on the principal at the present time and after an expenditure to meet the debts which could have been paid at the time they were incurred instead of having the funds with which to meet the actual operating expenses that are needed when the crisis comes—I say that is one of the worst things that has cursed the American city school administration the country over.

One of the things that I recall as the President of the Board of Education was the signing of nearly ten million dollars of bonds on school buildings. I had voted for the measure, and we got the bonds, but every bond that I signed, every time I added my signature it was a thousand dollars, and I regret it. The best I could do was to get them in on a strictly serial basis of twenty years' maximum life, and even then I knew that every time we spent a million dollars for school buildings we spent five hundred thousand dollars before we paid it off for interest on those bonds. Now bonds run on the average at least twenty years, and many times forty years. In the case of forty-year bonds before the principal is paid for you have paid the principal, and you have paid twice as much as the principal in addition to that before you are finally through. Now such a burden on the financial system for education is enormous; moreover, it puts a burden upon every new superintendent who goes into a district that he should not have; it puts an obligation on him that he ought never to shoulder.

The best warning I can give you is this: While you plead for more money, plead for absolute honesty with your public. Plead for the payment of your debts. Don't unload them on another superintendent or another board. Plead for the payment of your building, so that you can use the building without having afterwards simply to scour the pot clean for money in order to pay the interest and sinking fund charges for that building, for every growing city needs buildings every year, needs new books, new chairs, needs coal with which to heat those buildings, and needs new buildings. New buildings are just as much an everyday necessity in a modern city as is the matter of what you ordinarily call the maintenance of that property.

Now you are to have a discussion on higher education by Mr. Davenport, and you have undoubtedly what will be an extremely scholarly and sane presentation of how to raise money by Professor Seligman, and I envy him his topic. That is one of the things that I feel competent to speak on. You are up against the old question of whether the Federal Government shall give considerable aid to education the country over. In every State where this matter comes up you will have the question of how much, the

question of how big the proportion of the expenditures for local educational purchases shall be made by State appropriations, which means State taxes. I would emphasize to you, the question of the county unit, so that no one little district with a rich population can get along with an extremely small levy for tax purposes, while other districts that do not have a rich population will have a much larger levy. You will have such problems come up. Let me give you this as the practical solution of some of these things. I do not know what Professor Seligman will tell you as to the theory of taxation, but I believe he will agree with me that in the long run, if you do not hitch your wagon to the star of local revenue you will get bumped sooner or later, if you do not hitch your wagon to the star of local revenue you will get bumped. I am for State revenue, and I am too in favor of some Federal assistance, but I do not think it is as important as you think. If I had the time I would explain. I am for it, and I hope it will come. Don't work to get the bulk of your money for local education from State revenue, because I don't think it is coming from there, because you will always have gross inequalities of taxes on local property, so that the flat rate works a great injustice, but if you will look to the education of the public where you are located up to the point where they can see that the expenditures you are making are just expenditures, that they are necessary expenditures, that there is no great or no unnecessary overhead, if you will do that you will in almost every instance get the local support that is needed, even though the taxes reach a point where it hurts. If you really have at heart the welfare of the children of the district which you are serving, keep on educating your public. They are not doing it in the suburb where I am living. They are not doing it in the adjoining suburb. They have done it in the city of Cleveland, in spite of the fact that the burden there is far greater than it is in those suburbs, and in spite of the fact that every time an issue has been put before the public to increase taxes for school purposes it has been carried, overwhelmingly carried. Why? Because Dr. Spaulding, while he was superintendent, because Mr. Jones, who is your President, followed him, because the Board that served with him, kept the public absolutely informed all the time, because there was not a cent of expenditure taken from the sinking fund that belonged there, because every dollar that was to go toward the payment of debts was put in there, and because the books were opened and were kept in such fashion that they could be seen.

The country will not stand for useless taxes. They are disgusted with taxes that simply stand for useless and extravagant expenditures. They will stand for the other, and you men who are in charge of these school systems ought to go through your system with a fine-tooth comb and eliminate every bit that is unnecessary expenditure at this time.

Put the emphasis upon what you pay your teachers. You are the ones to do the actual work. Put the emphasis on what you pay your teachers and put your emphasis on paying debts, so that each superintendent and each board and each year's administration has the funds for that year to

use. Do that and you will get what you want. I think you will find many times that there are expenses you can eliminate. I think you will often find that at least for two or three years to come, while the country is adjusting itself to this after-war condition, you may get on without any additional taxes of any kind. Educate the public, and carry it along with you, and when the time comes that you want to strike for more money you will get it, you will get it in almost unlimited quantities, so long as you can prove to the public that your use of it is right.

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### *FINANCIAL NEEDS OF HIGHER EDUCATION*

FREDERICK M. DAVENPORT, MEMBER OF NEW YORK STATE SENATE, AND  
PROFESSOR OF LAW AND CIVIL POLITY, HAMILTON COLLEGE,  
CLINTON, NEW YORK

I wish Commissioner Finegan would go out in my district in central New York and make that introduction. They might not believe it but it would satisfy me.

You remember Mr. Dooley who once kept a saloon in Chicago, used to say to his friend Hennessey, before the days of the Eighteenth Amendment: "Hennessey, never mind when they get you wrong, it is only when they begin to get your number that you are in danger."

I am asked to speak briefly this morning on the financial needs of higher education, which I reckon means colleges and universities, since about everything else has been covered. Whenever I tackle a big subject like this I always think of a story that Bishop Vincent, of the Methodist Church, used to tell of a rather emotional Methodist preacher who was in the habit of beginning every address with a brief invocation, and saying: "O, Lord, hold me together until I tell it," but I have always been accustomed myself, when I used that invocation, to vary it a little, "O Lord, hold them together till I tell it." But I did not make that prayer this morning, because I heard Commissioner Finegan make that \$20,000 offer and I knew that that would be far more fruitful of your staying through than any prayer I might personally make.

Of course, one way to discuss this subject, the financial needs of higher education, is to suggest the extending fields into which funds may be poured, and how to get the funds through assessments and levy. Last summer in the month of July it was fearfully hot out in the State of Maine, and it looked as though the crops would not come through, and although they did not take much stock in it in that hard-headed section of the country they finally agreed in that community that they would have a meeting and pray for rain. They all came together. First, a brother who was quite accustomed to public prayer, got up and began something after this wise: "O Lord, send a deluge. Send the blessed floods of thy rain." Well, that did not suit that Yankee audience very well, and after

him there was a fellow of the town-meeting type who got up and said: "O Lord, we don't want no deluge. We don't want the blessed floods of thy rain. The soil is pretty thin in these parts. What we need is just three or four days of old-fashioned sizzle-sozzle."

I think what we need in discussing this subject for a few minutes this morning is all the practical sense we can muster, because we have a real problem, and so I shall begin and end by saying that the most important financial need in higher education is the elimination of waste. Now that is not a new thought, I realize, but it never was so pressing as it is now. You begin to hear about that sort of thing everywhere, in industry, in the case of the railroads—the wastes of competitive terminals, the wastes of returning empties, and all sorts of waste. You read the report of the Hoover Committee of the Federated American Engineers on Industry, and you notice particularly in the five great trades the burden of it is the elimination of waste, fifty per cent of which they charged to management and about twenty-five per cent to labor, and when you come to government in America, well, there is Hell-and-Maria Dawes, of this part of the country, over in Washington doing what he can, and then in my own State of New York we have a very sensible man in the Executive Chair, Governor Miller, who is attempting to show what can be done in the efficient, economical, and business administration of a great commonwealth. We are proceeding under his administration in New York on the principle [which I think is absolutely sound], that you have got to have advance but you ought not to try to have it faster than you can pay for it and manage it. I agree, too, with what Mark Thomsen said this morning, that you ought not to go any faster than the public sense of your community goes along with it. I am in entire agreement with Governor Hyde with respect to the wholesale use of the referendum, but I have the most tremendous respect for the public sense developing slowly under education into public opinion. I believe you can get anything through that method with the American people.

In our part of the country the general burden of education, both rural and municipal, is widening and bearing heavily upon the taxpayer, and the groanings are increasing in volume with each passing year.

The most important financial need in higher education is the elimination of waste. What is the situation? Students are crowding into colleges and universities. The number of students between 1898 and 1915 doubled; between 1898 and 1920, more than doubled. Since the war and especially during the last year or two the institutions of higher education have been smothered with students.

If you ask, why such an inrush, there are all kinds of answers. One is that there is an aroused consciousness about what constitutes living, as the result of the war; parents are bound to have this thing called higher education for their sons and daughters. And then there is the more cynical view of the anonymous writer in one of our leading magazines, quoted by President Coffman, of the University of Minnesota, in a recent address. This anonymous writer suggests that higher education be financed by requiring

students to pay fees on the basis of the grades they receive. He describes a school that was in dire financial distress. Everyone was discouraged and despondent. The faculty met from time to time and engaged in the usual academic discussion, but academic discussion did not supply funds to buy coal or to pay the grocer or the butcher. The president of the institution held out the hope of better days but no one could see them. A business expert was employed to study and report. He discovered that there were two classes of students, those who go to college for an education and those who are in college because it is a fashionable and respectable place to be. He recommended that all students having a grade of 90 or better should be exempt from fees; those having a grade of 80 to 90 should pay a fee of say \$200 a year, between 70 and 80, \$500 a year, and so on down until those who received grades of 20 or below should pay a twenty thousand dollar fee. Out of three thousand students he discovered that 180 would have no fees to pay. One of the mythical fathers, sending his twenty thousand dollar check, is reported to have written: "It comes high, but I believe it is worth it to be rid of the boy for the year."

This cynical view of the institution of higher education as more or less of an eleemosynary cross between an orphans' home and a school for defectives and delinquents is somewhat borne out by the rapidly vanishing ratio between what the student pays and what public funds or private endowments pay into the treasury of so-called higher education. I believe statistics for 1900 indicate that the student paid one half. Now he pays perhaps one third, or one quarter, and the end is not yet.

But the bill of particulars grows. In the institutions of higher education we pour funds into wider and wider extensions of curriculum. Instead of the college, for example, holding itself to the baccalaureate degrees, it is reaching out into what is known as applied science degrees—civil engineering, electrical engineering, chemical engineering, and all the rest.

Moreover, in so-called higher education we are running out into the fringes of knowledge, seeking meticulously the limits of specialization, with an ominous increase of financial overhead as the result of the process. The number of faculty hens with one chicken grows apace, not in one institution alone but in many institutions within the same area; same kind of hen, same kind of chicken. It is probably all right for Yale to teach the Mandarin dialects, but why should all the institutions in New England or in the country teach them, too? If there is a good man on the dative case somewhere, why not coördinate effort, why not let all the dative case sharks swim in his waters and give them the credit for it where their college or university residence happens to be? Why in most institutions of higher education is not a restriction to essentials and concentration upon quality the important thing? Why are half the colleges doing university work? Why couldn't we dispense with twenty-five to thirty per cent of all the institutions of higher education in the country? Sentiment, you say. A cat with nine lives is not in it with a college, so far as tenacity of existence



is concerned. We thought that many institutions would blessedly perish of starvation in the period of financial tension following the war. But alumni, friends, communities rallied to support, and nearly all the perishing are held back from the brink of the Styx. All right; but this overlapping, competitive process is helping to crush the spirit and effectiveness of higher education as it is of religion. The drives and the deficits go merrily on. But is not there an end to it all? Isn't there a limit to the gutting of the social income of the country?

Has the time come, for example, when we must examine the situation and ascertain more sharply than we have whether there is a dividing line between the general social value and the value to the individual of various types of higher education? If we are to train persons for future individual performance and careers of more than average earning power, is it right that training of this sort, professional and technical, where the direct value to the individual is very high, should be altogether a charge upon the public purse or private philanthropy, or rather to a considerable extent a lien upon his future earnings, to be at least in part repaid by him through a sound system of loan agreements? We are trying in this country to do something never tried before, we are offering practically free almost any kind of professional education, or any other type of higher education. How long can we bear up under it?

From the standpoint of public funds certainly, and to a degree from the standpoint of patriotic private endowments, what ought the money poured into the treasuries of higher education to be used primarily for? I think not so much to produce professional technicians and prosperous individualistic careers, but to produce the statesmen of politics and government, the statesmen of industry, the statesmen of journalism, the statesmen of literature, the statesmen of education, the statesmen of organization—in a word, the National leaders without whose vision the country perishes and of whose genius America never stood so much in need. Where are your great Americans in National affairs? Where are your "spacious-minded" citizens who give leadership to a democracy? The wiser heads in American industry will tell you quietly that they cannot begin to find the broad directing minds needed in larger number every year as industry grows in organization and complexity. The professional technician rarely becomes a directing mind, without which all is lost. And the wiser heads in industry now look for the men of broader liberal training in higher education to fit into an industrial environment which has outgrown the technicians. If the whole system of National higher education is not moving in the channel which produces first of all statesmen of the broader National affairs, is it not drifting towards National waste?

Surely what we need most is men who can broadly think and plan for this whole people. We should have learned that from the war. The only reason that the planet is worth living on today at all is that France produced for the world one man who could think, in Ferdinand Foch.

Are our colleges, which above all should be training centers for National

leadership, furnishing environment which develops the leaders? Football or hockey is an intelligible and interesting game to college students, but is knowledge as yet an intelligible and interesting game? Not so that you would notice it. On its academic side, the college is yet a passionless home of culture and calm. By the waters of paradise there we sat down and plucked Utopian flowers in Icarian valleys; a resting and ruminating spot between the actuality that was and the actuality which is to be. "'Tis better to have come and loafed than never to have come at all." Would the modern college training have advantaged Lincoln? Only the Infinite knows. It might have been an act of sabotage comparable with heaving a boulder into a Corliss engine. One of the most striking things about Roosevelt was the comparatively slight contribution which his Harvard education seems to have made to his great store of knowledge and power. The birds, the woods, the jungle, the wild animals, the cow-boys, the wardheelers, the bosses, the Rough Riders, the Kaisers—they educated Roosevelt.

But there is one tremendously vital side of college existence, the side of athletic and social activity, and into that channel the energy of American college youth pours itself with abandon.

Is not there a reason and has it not a bearing upon waste and finance? English traditions of higher education in Canada and Great Britain divide the student body into the "pass" group and the "honor" group. "Pass" courses are taken by the "pass" group—as I understand it, a distinct and separate curriculum. The large group of "honor" men who strive eagerly for mental achievement, make the reputation of all Canadian and British universities and furnish the leadership of affairs in the British Empire. Their "honor" men are managed in a totally different way, in different classes, with different relation to their teachers, with much independence, but are held to a rigid program of achievement. The system gives a man who is keen, who is anxious to develop his mental resources, an opportunity to do it on a broad scale in personal contact with his instructors who are directing his studies. It is said to have a surprising effect upon the general morale of higher education. I do not speak from knowledge. I employ my information only as an illustration.

In American higher education, on the other hand, we have a tendency to run every man, good or bad, through the same mould. Practically all our colleges and universities have some kind of an honor system, but the "honor" group consists of three or four or ten per cent; and there is practically no effect upon the student body as a whole. The student body as a whole we have leveled down to the average or below the average, precisely as some of the labor unions do.

And it is no wonder that there has grown up, inside the institutions of higher education, an inner world of vast activity that has no relation to the actual purpose for which the students are in college, a world dramatic, social, musical, athletic. Something must be invented to satisfy the boundless vitality and energy and initiative of young Americans. And there are large numbers of men in every college, the best of them from the stand-

point of future leadership, whose powers find insufficient outlet and interest in the mass-curriculum constructed for the mass-average. And many of them are left to invent other forms of training which have at least the merit of stirring their enthusiasm and capacity for individual achievement, and helping them still to conceive themselves as members of a burly and progressive race.

How are we to remedy the waste of such a system as ours—by adopting arbitrarily the mental class-cleavage grouping of the English and Canadians? I think there is a better and more distinctively American way. Perhaps twenty-five per cent of the wastage may be stopped at the threshold. This is what they are seeking to do at Columbia, as I understand it, by testing out applicants for admission to the college of liberal arts and sciences by simple psychological methods. I am informed that last year, out of 750 applicants, about 450 were admitted. The combination of the scientific test for intelligence with the conventional test for scholarship favors gifted boys with poor advantages above rich boys with gifted tutors, as Thorndike puts it. It is therefore a genuinely democratic method, brings better material into the colleges and eliminates the financial waste of attempting the instruction of the unfit.

But after the men are in, at the end of the sophomore year, after they have had their full chance and have demonstrated that they are not qualified with capacity, desire, and earnestness, why shouldn't they be weeded again? Every student, speaking in a purely financial sense, is a financial liability instead of an asset. Then why not liquidate the liabilities at least at the end of the sophomore year? Thus we may economize energy, effort, and funds during the last two years, when the greatest intellectual impression is to be made upon personality anyway. For the large group which would then be left, the democratic principle is not, every man down to the level of the average, but all men up to the height of their capacity for mental achievement.

The financial remedy for the ills of higher education is to be found, I think, not in new methods of assessment, and apportionment of taxes, but in the elimination of waste in organization and functioning through a return to sound principles of democratic philosophy. Something must be done other than new drives, new deficits, new extensions of curriculum, and new taxes.

I know there are virginal educational areas which have never yet been ploughed. I know that in certain directions there is a genuine call to advance. But when unit costs are rising and the volume of units is rapidly increasing and the social income is not expanding to meet the rising costs, the chief financial need of higher education is economy of expenditure, of function, of organization; and above all, the fixing of purpose dominantly upon the expenditure of public and semi-public funds for the development of broad leadership in American affairs.

## HOW MAY THE NECESSARY FUNDS FOR PUBLIC EDUCATION BE PROVIDED?

EDWIN R. A. SELIGMAN, PROFESSOR OF POLITICAL ECONOMY, COLUMBIA  
UNIVERSITY, NEW YORK CITY

When I see before me this immense and distinguished audience I am reminded of the story of Hennessy's friend. Pat had led a rather checkered life and now, being on his deathbed, sent for the priest to grant him absolution and to perform the last rites of the church. When the priest saw him he said: "Well, Pat, haven't you decided yet whether you want to go to Heaven or to Hell?" Pat replied: "Well, Your Reverence, Heaven is a very attractive place. I like it for its climate and for many other reasons. But, saving your presence, I prefer the other place for its company."

Thus you see, gentlemen, why it is that I feel so much complimented in addressing you today. Now we come to the topic, that very thorny topic, to which I am assigned to speak. And, instead of reading from a prepared paper, I prefer to talk to you quite freely from a few notes. Let us first try to see why and how the problem of the inadequacy of our present revenues to finance education has arisen. There are at least four reasons for the emergence of the problem. The first reason has been referred to by several of the preceding speakers, that education looms continually larger in our actuality and in our imagination and that we are yet only in the very beginning of that movement. While agreeing with almost everything that my distinguished predecessor, Senator Davenport, has said, I should nevertheless like to urge that there are almost no bounds to be set to the possibilities of the education of the future.

I wonder how many of you have read that inspiring book by G. D. H. Cole, the British Guild socialist. Despite the fact that I am by no means in accord with his economic teachings, I think that his last book presents more successfully than anything else that I have read a picture of what education may come to be in a democracy. We may as well accept the proposition that there is going to be continually more spent for education; for it will be an ever better education. Inasmuch as the world tests a country's civilization not by the amount spent for its battleships, but by the sums spent for education, this feature of the problem will constantly acquire greater significance.

In the next place, I should say that we find in education, as in every other form of modern social activity, a well-defined transition from private to public activity. The schools, like the roads, the courts, the army, like almost everything else that is a matter of communal effort today, were originally private. Even today in this country we have in many of our States not alone private schools, such as primary and secondary schools at the bottom, but private money-making professional schools at the top. Education, however, perhaps more rapidly than any other domain of communal life in a modern democracy, has gone over and is today in this coun-

try markedly going over from the private to the public field. Therefore, the difficulty of financing education has become aggravated because the expenditure must nowadays be met primarily out of the public funds, and not by any means to such an extent as in the past out of the large contributions of the wealthy to private institutions.

In the third place, even after education became a public function it for a long time paid its own way. The time was when through the receipt of educational fees there was no net burden resting upon the community at large. Senator Davenport has pointed out to you how even in the higher education we are gradually going over from the thirty per cent to the fifty, sixty, seventy, or even eighty per cent of cost resting as a deficit on the institution or on the community as a whole. In many democratic countries you still have school fees. The distinctive characteristic of our country, however, is the public school. For, as you all know, the public-school system of Great Britain, far from being public in our sense, is the most aristocratic type of school in the world. In this country, however, the public-school system with the implication of free and gratuitous education started partly under Dutch, partly under Anglo-Saxon influences. That idea is now working its way to the very top of the edifice. With the transition from a public-school system which pays its own way through fees to a system which has got to be supported by the community, the fiscal problem emerges. The streets are swept and cleaned today not by the abutting householder, but at public expense. The courts today are no longer self-supporting, as in former times: Adam Smith, you remember, recommended that court expenses should be paid out of fees from the litigants in order to make the judges more diligent in their work. Just as the courts are today supported out of public revenues; just as the public policeman has supplanted the private watchman; so it is coming to be with education.

Finally, we come to the last point, which is that in the forms of public revenue themselves there has been a great change. In early times public expenditures were defrayed out of voluntary contributions. We know in every colony of what is now the United States the exact date when the contributions from the men "whose heart is willing," as the law quaintly put it, no longer sufficed for defraying the public expenditures. There were so many whose hearts were obdurate that they had to substitute for the voluntary offering the compulsory payment. But even then and until very recently the revenues of Government were defrayed from other sources, and taxation was of exceptional occurrence. While a man was then as now willing to die for his country, very few were found who were willing to dig their hands in their own pockets for their country. Public expenditures in Colonial times were very largely met by lotteries, by special assessments, by fees. The very institution with which I am connected, Columbia, was started and maintained for a long time by a lottery. Taxation is an entirely modern development, a development of the end of the eighteenth and the nineteenth century. Our troubles with England were due not so much to the fact that taxation was without representation, as to the fact that there

was an effective method of taxation. The modern difficulty has arisen because people must now pay those expenses which hitherto were defrayed in other ways.

Notwithstanding everything that I have said, isn't it true that the average man today is willing to pay his taxes provided he knows that his neighbor is also doing the same? Haven't we seen today, as a result of the great war, this unheard-of readiness on the part of citizens of our own country as well as other countries to bear crushing burdens for the common good? Again, isn't it true that while education has developed and while the needs, as we have been told, have prodigiously augmented, wealth has also increased *pari passu*? Aren't we far wealthier today than we were a generation or a century ago? Aren't we the richest Nation of the world, upon whose very whisper hangs the decision of diplomats and statesmen all over the world? How is it, then, that rolling in wealth as we are, with a readiness of the average citizen to listen to the claims of education, how is it that we find this great and growing embarrassment?

Well, gentlemen, the reason can be put in a nutshell: our technique of public revenue has not kept pace with the increase in our wealth and with the increase in our financial needs. We have the wealth, but are no longer able to tap it effectively. That is the real core of the difficulty.

What is it that we practically find? When our revenue system developed in this country it was in accordance with the underlying economic facts. The first thing that the Puritan settlers did, when a few years after their arrival they went over to this system of compulsory contributions, was to lay down the principle that every man should contribute according to his ability. "Faculty" is the word you find in the New Plymouth laws; and in parts of New England today they still call it the faculty tax. How was this faculty or this ability measured? In a way very different from the custom in the old country. In Great Britain, when you speak of a man being worth £10,000, what do you mean? You mean that his income is £10,000 a year. But in this country when you say a man is worth \$10,000, you mean that his property is worth \$10,000. Now why did we develop in this country the system of measuring wealth by property? Because in the feudal system, in the Middle Ages, in Great Britain, land was never bought or sold, and a man's wealth could be measured only by his rent roll. But in this country as soon as we started trying to conquer nature in our fight with the virgin conditions of this continent, land, like everything else, became the object of daily purchase and sale. Accordingly, a man's wealth in those days was measured in terms of the land that he had, and after a while of the other scant property that he might have acquired. That was perfectly right and perfectly true, because in those days there were not any very poor, just as there were not any very rich. Every man worked and every man had a little property and things went along fairly well. A man's wealth was measured in terms of his property.

Now, however, the situation is entirely different so far as the fundamental economic facts are concerned. A transition, nay, a revolution has

taken place. Just as our economic system has changed from the primitive economic system to the modern industrial system, so the basis of our fiscal life has changed. The old general property tax which gradually developed in parts of this country at the end of the eighteenth century, in other parts during the first quarter of the nineteenth century, and in still other sections only toward the middle of the nineteenth century—the general property tax has become, so to speak, a sacrosanct idea, a shibboleth, something to conjure with. Not one man out of a thousand will think of a man's ability to pay taxes except in terms of the property that he owns. Yet it is today entirely wrong. It is a thing of the past in almost every other part of the world, where the general property tax has disintegrated and disappeared. It is fast going in this country in the more developed States of the Union. Senator Davenport has just introduced a bill in New York State doing away with the last vestiges—most of the others were done away with some years ago—of the general property tax, and in many another State the general property tax is beginning to disintegrate and crumble.

Now why is it that property is no longer the fit test of ability to pay? Why is it that the efforts that are being made throughout the length and breadth of this country and the endeavor of our school authorities to secure a little more money by bothering with property assessments are all bound to fail? The Governor of Missouri has just told us—of course, we have only a few States where that deplorable situation of the fractional assessment that they have in Missouri exists—what their great effort has been to jack assessments up to the level which is found in most of our other States, legally at least. I do not wish to deny for a moment that for purely local purposes the selling or property value of the real estates is still quite defensible as the basis for assessment in this country. I won't go into the reasons as to why that is, because that would lead me too far astray, further than to say that where there is under our modern economic conditions an immediate capitalization of the yield or produce into the changed property or selling value, as is the case in land, you can still use property as a test of ability to pay or of value in real estate. But the case is very different with all that kind of property outside of real estate and with all those elements of ability outside of property.

There are three reasons why we have got into this muddle. First, the growth of intangible property. The industrial revolution created corporations about the middle of the century, when our first general corporation laws were enacted. This mass of intangible property, consisting of securities, of stocks, bonds, and all the rest, as well as of mortgages, constitutes a great part of the wealth of this country nowadays. No method ever devised by mankind, from the time of the Roman when they used torture in the attempt to elicit the facts, down to the listing and tax-ferret laws of modern times, has ever succeeded in making a man declare his intangible personalty when he has an inducement not to do so. One great reason, accordingly, why our general property tax has become a failure, especially in proportion as you are dealing with those States where you find more

industry and commerce, is because intangible personalty has slipped out of the assessment list. As a result the burden falls upon the owner of the tangible personalty, chiefly the farmer. That is one of the great reasons of discontent in this country today.

The second point is perhaps even more important, namely, that the economic revolution has brought about the emergence of immense sources of wealth entirely unconnected with property. Our railway presidents who get \$50,000 or \$100,000 a year, our great lawyers and doctors who make from \$100,000 to \$300,000 a year in the city of New York, our architects, our engineers, the whole mass of modern society has in it persons who receive immense sums in the way of emoluments and earnings. Yet if they spend all those earnings—and you can generally count upon their good wives to do so—they are not liable in one iota to any form of property tax. Thus we find entire classes who are not in any way reached under the system of property as a criterion of faculty.

But there is something still more important. Under the older economic system, where things went along placidly, where there was less speculative activity, where there was no modern world machinery of trade and commerce, a business man's prosperity could fairly well be measured by his stock-in-trade or his property. Now, with the prevalence of speculative activity, with the development of the turnover, with the progress in all those other more subtle economic aspects of our modern life, a business man no longer reckons his prosperity according to his property or stock-in-trade, but according to his profits, and these profits may stand in very little relation to his property. Take two men with the same profit, but with very divergent stock-in-trade. Take, for instance, the large department store and the diamond merchant. Although they may enjoy the same yearly profit, they will have not only entirely different store accommodations, but also entirely different quantities or values of stock-in-trade. Their turnover may vary, and the ratio of profits to stock may vary. That is the reason why the business man today no longer believes, if he is an intelligent man, in property as the test of success. When the war with England took place, how did we finance it? So far as direct taxation was concerned, by a tax on property. In the Civil War we had indeed a very small and insignificant tax on income, but we had primarily a direct tax on property and, above all, the indirect taxes. But what happened in this war? Not a single example of a property tax, and very little from indirect taxes. Seventy or eighty per cent of all our tax revenue consisted of taxes on profits and on incomes. Isn't that enough to show you what the situation is and how the world has changed? Yet only a few of our States have begun to be touched by the recognition of this transition which we in the Federal Government have long since realized.

In other words, the reason why our revenues are inadequate is because we are tinkering with an outworn and irremediably defective machine. You can't patch it up. I don't mean to say that there are not States in this country which are more agricultural in character than, let us say, New York or Massachusetts or Illinois, where for some time perhaps the general



property tax will linger. But I do mean to say that the sooner we realize that the real basis of taxation, the real criterion of ability to pay has changed from property to produce, or yield, or earnings, or profits, or income, the better for all concerned.

Now what has taken place? We find that in our industrial States like New York, Massachusetts, and now New Jersey, that even in the West, in Wisconsin and in some of the Southern States, like Delaware and others, after trying in vain to accommodate present fiscal methods to present conditions by developing a more or less unsuccessful corporation tax, we now have gone over to supplementing, or, as in New York, supplanting the property tax by a system, first, of taxes on income, and second, more important even than that, by taxes on business.

Why is it that the farmers find so much difficulty? I quite agree with what Mr. Thomsen has said, that, after all, the problem is one of local taxation. Under our present conditions, however, even if you escape the deplorable situation of fractional assessment in a few of the Western States, you can't have a full assessment of your local real estate. For, since the real estate is used also as a basis of the State tax, and since the State tax is apportioned locally according to the amount of assessed valuation, there is an inevitable tendency on the part of every county assessor to cut down the local assessments to the lowest possible figure. The lower the local assessment the less the contribution to State tax. But even if you were able to jack up the local assessments of real estate, you would still have the two problems of intangible property, which does not find its way at all into the assessment lists, as well as the existence of your rich doctors or lawyers or other professional men who cannot be reached by a property tax.

The thing to do is to make even the local revenues more adequate, more in keeping with local ability to pay. That means, in the first place, to do away entirely with the State tax on real estate, keeping your real-estate tax only for local purposes and getting your State revenues from other sources, as we are beginning to do in many of our States. But it means far more than that. It means that you will tap the State-wide sources of wealth, the incomes of individuals which come not from the land, but from the opportunities connected with the real estate in their locality, the incomes which do not go to the farmer in the locality, but which go to the merchant who lives in the town or to the man who lives in the city, but whose career depends fundamentally on the farmer. You have got to tap those sources of revenue, and you can do this by very low rates, as we are showing in New York. In New York, with an average rate of two per cent on incomes and four per cent on business, we are securing a revenue this year of sixty or seventy millions of dollars. Even Delaware has recently imposed a similar tax, which they call an income school tax, devoting the whole of the revenue to schools. Whether we do the one thing or the other, the point I desire to make is that the revenues will come in so abundantly under a modern system of taxation that the State will be able to turn back to the localities monies which in a deeper sense really flow from

the localities. Half of our New York income tax goes back to the localities, and when, in addition to that, the local real estate is no longer assessed for State purposes with the result of pulling down the assessment, and when, as in New York, the localities get a share of the income in proportion to their assessed valuation, the old-time tendency to undervaluation is counteracted, and the higher local valuation will require a smaller tax rate to raise a given sum. Thus you will have both coming and going such an immense increase of potential revenues as to satisfy everyone, and the embarrassments, hitherto found in this country from the financing of education, will come to an end.

I want to close by a story which may illustrate our program. A few years ago I was traveling in Switzerland, where, as you know, the only means of passenger transportation is often the stage-coach. At a small mountain station I paid my fare and clambered up on the box of the diligence. Shortly afterwards a peasant came along with a big basket and bought a second-class ticket, climbing up and then sitting down next to me. I wondered, but said nothing. Then came an old woman with a large bundle on her head. She asked for a third-class ticket, but instead of going inside she also got up and sat down on my other side. Then I said to the postillion: "What does this mean? I paid for a first-class ticket. Now these good people come in here and, although they buy second- and third-class tickets, they crowd in beside me. What is the explanation?" The postillion smiled and said: "Wait a bit and see." So he cracked his whip and the six mules started off at a brisk rate. Soon we came to a hill. They began to walk, and as the hill became steeper we came to a stop. Then the postillion jumped down and cried out: "First-class passengers, remain seated; second-class passengers, get out and walk; third-class passengers, get out and push." Now, ladies and gentlemen, if we are really serious about it, we all want to be third-class passengers, and push for the reform of which I have spoken.

# DEPARTMENT OF SUPERINTENDENCE

CHICAGO, ILLINOIS, February 26—March 2, 1922

## Secretary's Minutes

### Officers

*President*, R. G. Jones, Superintendent of Schools, Cleveland, Ohio...

*Vice-President*, Will C. Wood, State Commissioner of Education, Sacramento, California.

*Second Vice-President*, Edwin C. Broome, Superintendent of Schools, Philadelphia, Pennsylvania.

*Treasurer*, Ira B. Bush, Superintendent of Schools, Erie, Pennsylvania.

*Secretary*, S. D. Shankland, President of the Andrews Institute, Willoughby, Ohio.

### Executive Committee

R. G. Jones, *Chairman*, Superintendent of Schools, Cleveland, Ohio.

Jesse H. Newlon, Superintendent of Schools, Denver, Colorado.

Frank Cody, Superintendent of Schools, Detroit, Michigan.

Randall J. Condon, Superintendent of Schools, Cincinnati, Ohio.

John H. Beveridge, Superintendent of Schools, Omaha, Nebraska.

Sunday Morning, February 26, 1922, 10:30 o'clock<sup>1</sup>

CAN EDUCATION BE MADE TO PRODUCE SOCIALIZED CHARACTER?—E. A. Ross, Professor of Sociology, University of Wisconsin, Madison, Wisconsin.

## First Day's Proceedings

Monday Morning, February 27, 1922, 9:00 o'clock

*Music by Schurz, Senn, and Lake View High School Students*

Overture, Poet and Peasant—*F. von Suppe*. Mr. James Mason, Conductor.

Pas des Fleurs from *Naila—Delibes*. Miss Ellen C. O'Malley, Conductor.

March—*Tannhäuser—From Wagner*. Mrs. Dora G. Smith, Conductor.

Greeting to Spring—*Strauss*. Lake View Glee Clubs and Orchestra, Mrs. Dora G. Smith, Conductor.

The first General Session of the convention of the Department of Superintendence of the National Education Association was called to order Monday morning, February 27, 1922, in the Auditorium Theater, Chicago, Illinois, by the First Vice-President for the year 1921, Mr. Ernest A. Smith, Superintendent of Schools, Evanston, Illinois.

Mr. Smith presented the gavel to the President of the Department, Mr. Robinson G. Jones, Superintendent of Schools, Cleveland, Ohio, who presided until the close of the session. The following program was presented:

<sup>1</sup> This meeting took place in the Studebaker Theater. Unless indicated, other meetings were held in the Auditorium Theater.

ADDRESS OF WELCOME—Edward E. Gore, president of the Chicago Association of Commerce, Chicago, Illinois.

THE OUTLOOK IN EDUCATION—

- (a) For Technical Education—Samuel Insull, President of the Commonwealth Edison Company, Chicago, Illinois.
- (b) For Commercial Education—Frederick George Nichols, Director of Commercial Education, Harrisburg, Pennsylvania.
- (c) For Cultural Education—Frank Aydelotte, President of Swarthmore College, Swarthmore, Pennsylvania.

FINANCING ADULT EDUCATION—Frank P. Graves, State Commissioner of Education, Albany, New York.

PRESENTATION OF JOHN J. TIGERT, U. S. Commissioner of Education, Washington, District of Columbia.

PRESENTATION OF CHARL ORMOND WILLIAMS, President of the National Education Association, Memphis, Tennessee.

BUSINESS MEETING.

At the business meeting, officers for the ensuing year were nominated from the floor. Omitting those who declined to allow the use of their names; the list of nominations was as follows: *For President*—John H. Beveridge, Omaha, Nebraska; A. B. Meredith, Hartford, Connecticut; and H. B. Wilson, Berkeley, California. *For First Vice-President*—F. W. Ballou, Washington, District of Columbia; E. C. Jones, Albany, New York; Charles S. Meek, Toledo, Ohio; E. E. Oberholtzer, Tulsa, Oklahoma; and Miss Lorraine E. Wooster, Topeka, Kansas. *For Second Vice-President*—M. G. Clark, Sioux City, Iowa; H. S. Gruver, Worcester, Massachusetts; Miss Minnie J. Nielson, Bismarck, North Dakota; and H. B. Work, Lancaster, Pennsylvania. *For Treasurer*—Ira B. Bush, Erie, Pennsylvania. *Executive Committee*—One to be elected for term of four years—T. H. Harris, Baton Rouge, Louisiana; Peter A. Mortenson, Chicago, Illinois; Payson Smith, Boston, Massachusetts; and Miss May Trumper, Helena, Montana.

Monday Afternoon, February 27, 1922, 2:00 o'clock<sup>1</sup>

*Executive Session, as Authorized at Atlantic City and Des Moines*

The meeting was called to order by the President, Mr. Robinson G. Jones, Superintendent of Schools, Cleveland, Ohio. He presented Lady Anne Azgapatian, of the Near East Relief Committee, 151 Fifth Avenue, New York City, wife of General Azgapatian of the Armenian Army. She spoke of the critical situation in Armenia and asked for an expression of sympathy from the floor.

Mr. Randall J. Condon (Cincinnati, Ohio): "Mr. President, I want to say to our friend from Armenia, in behalf of this association, that we sympathize with the Armenians, and I want to move an expression of our deepest sympathy and appreciation for all that Armenia is and has been and our everlasting confidence in what she shall be; that out of sacrifice and suffering comes peace and comfort; and I take especial pleasure in moving this expression, because two years ago we gave a leave of absence to our Director of Attendance in Cincinnati that on your frontier of Armenia he might administer to the hungry children of Armenia. On January 15 he sent me a message that Armenian boys and girls are as sweet and loving and tender as American children; and on New Year's day when the gifts he was administering were distributed their hearts rejoiced, because America had not forgotten them, and the children of Armenia went without one meal a day of this ration that was given to them that they might send their bit of relief

<sup>1</sup> This meeting was held in the Gold Room of the Congress Hotel.

on to the more hungry children farther in the interior. So I have great satisfaction in moving this expression of good-will and sympathy for Armenia."

Mr. William Davidson (Pittsburgh, Pennsylvania): "Mr. President, in rising to second the motion of Dr. Condon, will you permit me to say that I have been deeply and profoundly touched by the appeal of the speaker from Armenia. Years ago, that great English statesman, William Ewart Gladstone, said to the people of his day and time: 'To help Armenia is to help civilization.' And it was but yesterday that the world heard the voice of America's greatest humanitarian worker, Herbert Hoover, saying: 'Armenia presents the most desperate situation in the world today.' America, in the past, has risen to the call of this noble little nation, and the American people will not fail that nation now. This body has been fortunate indeed in having had an opportunity to listen to this appealing and touching address from the lips of a native representative of the newest republic in the world today—the Republic of Armenia, the very great need of whose children has been so graphically presented to this body. Mr. President, I take pleasure in seconding the motion of Dr. Condon."

The Chairman: "Gentleman, you have heard the motion for the expression of our sympathy as stated by Dr. Condon and seconded by Mr. Davidson. All who are in favor of this motion will please rise to their feet."

The motion was thereupon unanimously carried by a rising vote.

The Chairman: "It is unanimously carried."

Mr. William M. Davidson: "For the information of the members of the Department and also for the information of the Near East Relief speaker of the afternoon, may I say that in a recent collection of food products the children of the public schools of Pittsburgh gathered together supplies, the cost of which in the aggregate amounted to more than \$120,000. This is but an indication of the manner in which the people of our whole country are rising to meet the needs of the distressed peoples of the world."

The President appointed a committee of two, consisting of Dr. Condon and Superintendent W. M. Davidson, of Pittsburgh, to prepare formal resolutions and transmit them to Lady Anne Azgabetian and her associates. The formal resolutions follow:

*Whereas*, Among the peoples of the Near East a most desperate situation was brought about by the World War, and continues to exist today; and

*Whereas*, The Armenian nation, in particular has demonstrated by innumerable acts of heroism, its unflinching support of Christian principles, and civilization; and

*Whereas*, It looks to America as its only hope of earthly salvation, because it has trust in American idealism and because the United States stands as the one unchallenged exponent of altruism and the spirit of world regeneration which has followed the war; and

*Whereas*, The Near East Relief was chartered by the United States Congress and organized for the purpose of raising and distributing the funds contributed by the American public in order to relieve the destitution of these suffering races; and

*Whereas*, The thousands of orphans preserved until this time through our efforts are wholly dependent on us for life, now therefore be it

*Resolved*, That the Department of Superintendence of the National Education Association, in convention assembled February 26 to March 2, in Chicago, does endorse the efforts of the Near East Relief, and recommends that all educational organizations give a practical expression of their faith in the brotherhood of man by bringing before their membership the need of the Near East Relief for liberal support in its calendar of activities.

The Secretary, Mr. Sherwood D. Shankland, of Willoughby, Ohio, made an oral statement of the financial condition of the Department.

Mr. Ira B. Bush, Superintendent of Schools, Erie, Pennsylvania, Chairman of the Committee of Forty, which had been appointed to prepare a Constitution and By-Laws, then submitted the report of his Committee, which was as follows:

*Draft of Proposed Constitution of the Department of Superintendence of the  
National Education Association*

ARTICLE I—Name

The name of this association shall be the Department of Superintendence of the National Education Association.

ARTICLE II—Object

The object of this association shall be to promote the general educational welfare in the field of administrative education and supervision, to make constructive studies, to further the effort and increase the efficiency of persons engaged in education, to foster the professional zeal, to advance educational aims and standards, to protect and advance the interests of school administration, and to establish and maintain helpful, friendly relationships.

ARTICLE III—Membership

Section 1. Membership in the Department of Superintendence shall consist of active, associate, and honorary.

Sec. 2. All persons shall be eligible to active membership who are members of the National Education Association and who are engaged in supervisory and administrative positions—namely, State, county, and city superintendents, and associate, assistant and deputy State, county, and city superintendents, and supervisory and administrative officers in city and county school systems exercising the functions of associate, assistant, or deputy superintendents; all State and National officers of educational administration; the heads of teacher-training institutions, colleges, and universities having departments or colleges of education, the heads of these departments or colleges of education, and professors of school administration or supervision in these institutions.

Sec. 3. All members of the National Education Association, who are actively engaged in any phase of school work, may become associate members of this department by paying the regular membership fee, and shall be entitled to all the privileges of this department except the right to vote and hold office.

Sec. 4. All members of the National Education Association, who have been engaged in supervisory or administrative positions, as defined in Sec. 2 of this article, and who have retired from such service, may have the privilege of honorary membership in this department upon recommendation of the Executive Committee.

Sec. 5. The Executive Committee shall have power to pass upon the credentials of all applicants for membership.

ARTICLE IV—Officers

Section 1. The officers of this department shall be a president, a first vice-president (who shall be the retiring president), a second vice-president, an executive secretary, a treasurer, and four members of the Executive Committee who, with the other officers of this department (with the exception of the executive secretary), shall constitute the Executive Committee.

Sec. 2. The President, vice-presidents, and treasurer shall hold office for the period of one year from the date of election, including one full year's service in the promotion and operation of one meeting of the department.

Sec. 3. The executive secretary shall be selected by the executive committee for an indefinite period.

Sec. 4. Members of the Executive Committee shall hold office for four years, one member retiring each year. At the first election the member receiving the largest number of votes shall serve for a term of four years and the others for three, two, and one years, respectively, according to the number of votes received.

#### ARTICLE V—Election of Officers

Section 1. The procedure for the election of officers shall be as follows: Nominations shall be made from the floor on the morning of the second day's session at a time previously agreed upon by the Executive Committee, and announced in the printed program of the meeting.

Sec. 2. *Method of balloting*—The tickets issued by the secretary of the department to the members of the association shall be provided with a detachable stub, to be used as a ballot.

Two places for balloting shall be provided, one at the secretary's headquarters, the other at the entrance to the auditorium in which the general sessions are held.

The ballot-boxes shall be open for voting from 11 A.M. until 6 P.M. on the third day of the meeting.

Those candidates receiving the highest number of votes for the respective offices shall be considered the choice of the Association, and declared elected.

The entire procedure of balloting shall be in charge of the Executive Committee and secretary.

Sec. 3. *Announcement of the result of balloting*—At the last regular business meeting, the president shall call for the report of the secretary, announcing the result of the ballot cast for the several officers of the association. In case of a tie vote, the executive committee shall cast lots to determine the successful candidate.

#### ARTICLE VI—Appointive Committees

The appointive committees of this department shall consist of a Resolutions Committee, an Audit Committee, and such other committees as may be authorized by the department from time to time.

#### ARTICLE VII—Annual Meeting

The annual meeting of this department shall be held on the fourth Monday in February, and the three succeeding days.

#### ARTICLE VIII—Amendments

This Constitution may be altered or amended at any annual meeting by two thirds vote of the active members present, the proposed amendment having been submitted in writing at a previous regular business meeting.

(NOTE.—This Constitution shall become effective immediately upon its adoption except as it relates to the officers and members of the Executive Committee, elected at the Atlantic City meeting in February, 1921, who shall complete the terms of office for which they were elected.)

#### *By-Laws, Department of Superintendence of the National Education Association*

#### ARTICLE I—Duties of Officers

Section 1. It shall be the duty of the president to preside at all meetings and in conjunction with the executive committee to prepare programs for the annual meeting of the department; to appoint all committees not otherwise provided for. He shall be chairman and a member of the Executive Committee, and shall call meetings of this committee whenever he deems it necessary, or whenever he is requested so to do by a majority of the members of the committee. He shall perform all other duties appertaining to his office.

Sec. 2. In the absence of the president the vice-presidents shall preside in turn. In case of vacancy in the office of president, the second vice-president shall at once succeed to the office of president.

Sec. 3. The Executive Secretary shall keep a complete and accurate record of the proceedings of all meetings of the department and all meetings of the executive committee, shall conduct the business of the department, as provided by the Constitution and By-Laws, and in all matters not definitely prescribed therein be under the direction of the Executive Committee, and in the absence of direction by the Executive Committee, shall be under the direction of the president. He shall receive all moneys due the department and transmit them monthly to the treasurer; shall countersign all bills approved for payment by the Executive Committee or by the president in the interval between meetings of the Executive Committee. He shall have his records present at all meetings of the department and Executive Committee. He shall keep a list of members of the department and shall revise said list annually. He shall be secretary of the executive committee and custodian of all property of the department, not in charge of the treasurer. He shall give such bond as may be required by the Executive Committee. He shall submit an annual report to the Executive Committee at each annual meeting. At the expiration of his term of office he shall turn over to his successor in office all money, books, and property of the department. He shall serve during the pleasure of the Executive Committee.

Sec. 4. The Treasurer shall receive from the secretary all moneys paid to the department and shall transmit them monthly to the secretary of the National Education Association. He shall keep a correct account of all moneys so received and transmitted. He shall countersign all bills approved for payment by the Executive Committee or by the president in the interval between the meetings of the Executive Committee, which have been signed by the secretary and shall transmit them to the secretary of the National Education Association for payment. He shall give such bond as is required by the Executive Committee. At the expiration of his term of office, he shall transfer to his successor all moneys, books, and other property in his possession belonging to the department.

#### ARTICLE II—Duties of Committees

Section 1. The Executive Committee shall assist the president in arranging the annual program, and in arranging for the place of the annual meeting *when empowered by the department so to do.*<sup>1</sup> It shall select an executive secretary and fix his salary. The Executive Committee shall submit an annual report at one of the business sessions of the department, shall recommend to the department the appointment of special committees for investigation and research. It shall recommend the amount of money to be expended in such investigations, but in no case shall it incur debt. It shall decide what sections and departments of the National Education Association may be affiliated with this department.

Sec. 2. The Resolutions and Audit Committees shall be appointed by the newly-elected president immediately upon his election and shall make their report at the next annual meeting succeeding their appointment.

#### ARTICLE III—Dues

The dues in this department shall be five dollars per year for both active and associate members, and shall be paid annually to the Executive Secretary.

#### ARTICLE IV—Vacancies

All vacancies occurring in any office other than that of president shall be filled by the Executive Committee.

<sup>1</sup> Passage in italics struck out. See p. 43.



## ARTICLE V—Rules of Order

Roberts' Rules of Order shall govern in all business meetings of this department.

## ARTICLE VI—Amendments

These By-Laws may be amended at any regular business meeting of this department by a majority vote of the members present, the amendment having been submitted in writing at a previous regular business meeting.

(Signed for the committee)

IRA B. BUSH,  
*Chairman.*

Mr. Bush moved that the Constitution and By-Laws as submitted, be adopted, and his motion was duly seconded.

Mr. Corothers moved that the last sentence in Article 2, Section 1 of the By-Laws be amended to read as follows: "It shall recommend what sections and departments of the National Education Association may be affiliated with this Department."

The amendment was seconded, put to a vote, and lost.

The chairman ruled that the vote fixing the amount of the annual dues must be taken separately.

Mr. Oberholtzer moved that the fee for members of this Department be fixed at five dollars per year. The motion was duly seconded and carried unanimously.

Mr. Stoddard, of Beatrice, Nebraska, moved that the following proviso be added to Article 4, Section 4: "Provided, that the member elected every alternate year shall, at the time of his election, be holding his position in a town of less than 50,000 population."

The motion was seconded, put to a vote, and lost.

Mr. Downes moved that Article 2, Section 1, of the By-Laws, be amended by striking out the following words: "When empowered by the Department so to do." The motion was seconded and put to a vote, viva voce. The chairman being in doubt appointed Mr. Hunter, Mr. Gwinn, and Mr. Bentley, as tellers, to count and report a standing vote. The vote was taken and the motion adopted by a plurality of twenty-three votes.

The question recurred on the adoption of the constitution as amended. The question was put and the Constitution as amended, adopted unanimously.

Mr. Smith, of Evanston, moved that the Department of Superintendence express its approval of the twelve groups now affiliated with the Department. The motion was seconded. At the direction of the Chairman, the list of the twelve groups was read by the secretary. It was as follows:

1. National Council of Education.
2. Department of Rural Education.
3. Department of Elementary School Principals.
4. Department of Vocational Education.
5. City Training School Section.
6. National Association of Directors of Educational Research.
7. National Association of High School Inspectors and Supervisors.
8. Department of Elementary School Principals.
9. National Council of Primary Education.
10. National Council of State Departments of Education.
11. The National Society for the Study of Education.
12. The National Society of College Teachers of Education.

The pending motion to approve the above list was then voted upon and carried.

Mr. Davidson, of Pittsburgh, moved that it be the sense of this meeting that the executive committee should include in its list of affiliated organizations, the department known as the Council of Kindergarten Supervisors and Training Teachers. The motion was seconded.

Upon request the secretary read communications from various other groups desiring affiliation.

Mr. Bentley moved, as an amendment to the above motion, that the executive committee be instructed to request the union of the Primary and Kindergarten groups, with a view to its affiliation as a single suit. The amendment was seconded.

Mr. Hunter moved that the whole matter be laid on the table, which motion was seconded and carried.

Mr. J. H. Beveridge, Superintendent of Schools, Omaha, Nebraska, then presented the annual report for the executive committee, which, on motion of Dr. Condon, was received and referred to the new executive committee.

Mr. Albert Shiels, of New York, then made the report for the Department's committee on Boy Scout activities. On motion, duly seconded and carried, the report was approved.

Mr. J. F. Keating moved that the nominations made at the morning session be the nominations of this body under the new Constitution. Dr. Condon moved to amend so that all persons nominated for either First or Second Vice-President be considered nominees for Second Vice-President, which motion was accepted by Mr. Keating. The motion as amended was duly seconded and carried.

The secretary reported that the relationships of the county superintendents to the Department of Rural Education and the Department of Superintendence, presented a problem which should receive consideration. On motion duly seconded the executive committee was authorized to make a working agreement with the Department of Rural Education, valid for one year, to cover all matters of common interest to the two departments. On motion the meeting adjourned.

#### Monday Evening, February 27, 1922, 7:45 o'clock

The Civic Music Association of Chicago presented the Civic Orchestra of Chicago. Mr. Frederick Stock, the celebrated director of the Chicago Symphony Orchestra, conducted.

#### *A Symposium on the Need of a National Organization for Educational Service*

Alexander Inglis, Professor of Education, Harvard University, Cambridge, Massachusetts; George D. Strayer, Professor of Educational Administration, Teachers College, Columbia University, New York, New York; A. E. Winship, Editor of the *Journal of Education*, Boston, Massachusetts; S. P. Capen, Director of the American Council on Education, Washington, District of Columbia; Edwin C. Broome, Superintendent of Schools, Philadelphia, Pennsylvania; Olive M. Jones, Principal of School 120, New York, New York; W. A. Jessup, President of the State University of Iowa, Iowa City, Iowa; and John W. Withers, Dean of the School of Pedagogy, New York University, New York, New York.

#### Second Day's Proceedings

#### Tuesday Morning, February 28, 1922, 9:00 o'clock

Boys' Glee Clubs from seven elementary schools. Kinder Band of sixty pieces—first-grade children. Community singing.

ADDRESS OF WELCOME—Mr. William Saltiel, Corporation Counsel of the city of Chicago.

#### *School Architecture, Building, and Equipment*

Prepared by Randall J. Condon, Superintendent of Schools, Cincinnati, Ohio

IMPORTANT ELEMENTS IN THE DEVELOPMENT OF THE SCHOOL BUILDING PROGRAM—  
N. L. Engelhart, Professor of Education, Teachers College, Columbia University, New York, New York.

ADAPTING A SCHOOL PLANT TO THE CURRICULUM—Charles L. Spain, Deputy Superintendent of Schools, Detroit, Michigan.

SOLVING THE PROBLEM—THE ARCHITECT AND THE SUPERINTENDENT—Frederick W. Garber, of the firm of Garber & Woodward, Architects, Cincinnati, Ohio.

THE ADVANTAGES OF THE ONE-STORY PLAN—Dwight H. Perkins, of the firm of Perkins, Fellows & Hamilton, Architects, Chicago, Illinois.

CALIFORNIA'S CONTRIBUTION TO SCHOOL ARCHITECTURE—John J. Donovan, Architect, Oakland, California.

This program included 8000 square feet of school-building exhibits, in the Leiter Building, State and Congress streets, one block west of the Auditorium.

**Tuesday Evening, February 28, 1922**

Joint meeting with National Society for the Study of Education

### **Third Day's Proceedings**

**Wednesday Morning, March 1, 1922, 9:00 o'clock**

Mixed chorus—350 pupils from sixth, seventh, and eighth grades.  
Community singing.

#### *The Process of Financing Education*

Prepared by Thomas E. Finegan, State Superintendent of Public Instruction, Harrisburg, Pennsylvania.

THE PROBLEMS BEFORE THE COMMISSION IN CHARGE OF THE EDUCATIONAL FINANCE INQUIRY—George D. Strayer, Chairman of the Commission, and Professor of Educational Administration, Teachers College, Columbia University, New York, New York.

#### FINANCIAL NEEDS OF EDUCATION—

- (a) Rural Education—Arthur M. Hyde, Governor of the State of Missouri, Jefferson City, Missouri.
- (b) Education in Cities—Mark L. Thomsen, Cleveland, Ohio.
- (c) Higher Education—Frederick M. Davenport, Member of New York State Senate, and Professor of Law and Civil Polity, Hamilton College, Clinton, New York.

HOW MAY THE NECESSARY FUNDS FOR PUBLIC EDUCATION BE PROVIDED?—Edwin R. A. Seligman, Professor of Political Economy, Columbia University, New York, New York.

Dr. Finegan then announced the names of the winners of prizes offered for a character code, for character education.

BALLOT BOXES OPEN—Votes for officers of the Department of Superintendence were deposited between 11:00 A.M. and 6:00 P.M.

### **Fourth Day's Proceedings**

**Thursday Morning, March 2, 1922, 9:00 o'clock**

*Music by Crane and Harrison Technical High-School Students*

"Hungarian Lustspiel"—Keler Bela, Mr. Frederic B. Emery, Conductor.

"Sicilian Vespers"—Verdi, Miss Louise Hannan, Conductor.

*The Ideals to Be Achieved by Public Education*

WHAT HAS THIS COUNTRY REASON TO EXPECT BY WAY OF CULTURE, EFFICIENCY, AND GOOD CITIZENSHIP IN RETURN FOR THE COST OF OPERATING PUBLIC EDUCATION IN THIS COUNTRY?—William O. Thompson, President of Ohio State University, Columbus, Ohio; Frank E. Spaulding, Graduate School, Yale University, New Haven, Connecticut; John J. Tigert, U. S. Commissioner of Education, Washington, District of Columbia; and Will C. Wood, State Superintendent of Public Instruction, Sacramento, California.

State Superintendent Francis G. Blair, of Springfield, Illinois, presented the report of the committee on resolutions.

Mr. Douglas presented the report of the Canvassing Committee on election returns declaring the following to have been elected for the ensuing year: President, John H. Beveridge, Omaha, Nebraska; Vice President, F. W. Ballou, Washington, District of Columbia; Treasurer, Ira B. Bush, Erie, Pennsylvania; and Executive Committee, for term of four years, Payson Smith, Boston, Massachusetts.

The newly elected President, Superintendent John H. Beveridge, of Omaha, was then introduced and addressed the Department.

President Jones then declared the meeting adjourned.

**Thursday Afternoon, March 2, 1922, 2:30 o'clock****SUPERINTENDENTS OF CITIES OF POPULATION UP TO 25,000<sup>1</sup>**

*Chairman*, Theodore Saam, Superintendent of Schools, Council Bluffs, Iowa

*School Buildings*

THE PLANS FOR A BUILDING PROGRAM—E. E. Lewis, Superintendent of Schools, Rockford, Illinois.

VIRGINIA'S BUILDING PROGRAM, ITS AIMS AND VOCATIONAL WORK—E. T. Duffield, Superintendent of Schools, Virginia, Minnesota.

THE ONE-STORY SCHOOL—A. A. McDonald, Superintendent of Schools, Sioux Falls, South Dakota.

SOME MOOTED QUESTIONS IN SCHOOL PLANNING—William V. Ittner, Architect and School Specialist, St. Louis, Missouri.

*Some Functions of a City Superintendent*

THE SUPERINTENDENT AND THE COMMUNITY—R. B. Irons, Superintendent of Schools, Winona, Minnesota.

THE SUPERINTENDENT AND BOYS' WORK—J. Lindsey, Superintendent of Schools, Mitchell, South Dakota.

THE SUPERINTENDENT AND STANDARDIZED TESTS—D. C. Bliss, Superintendent of Schools, Montclair, New Jersey.

THE SUPERINTENDENT AND THE COURSE OF STUDY—H. B. Bruner, Superintendent of Schools, Okmulgee, Oklahoma.

THE SUPERINTENDENT AND SUPERVISION—N. L. Engelhart, Professor of School Administration, Teachers College, Columbia University, New York, New York.

<sup>1</sup> This meeting was held in the Red Room of the Hotel La Salle.

## SUPERINTENDENTS OF CITIES OF POPULATION OF 25,000 TO 100,000

*Chairman, Ernest A. Smith, Superintendent of Schools, Evanston, Illinois*

WHY MAINTAIN THE PRESENT SALARY SCHEDULES AND THE OBLIGATIONS INVOLVED?—

M. G. Clark, Superintendent of Schools, Sioux City, Iowa.

THE ARGUMENTS FOR AND AGAINST THE SUPERVISION OF INSTRUCTION—Charles A. Wagner, Superintendent of Schools, Chester, Pennsylvania.

THE NEXT STEP IN SCHOOL SUPERVISION—E. E. Oberholtzer, Superintendent of Schools, Tulsa, Oklahoma.

SELLING THE SCHOOLS TO THE PUBLIC—H. B. Wilson, Superintendent of Schools, Berkeley, California.

DISCUSSION OPENED BY O. J. Kelly, Superintendent of Schools, Binghamton, New York.

QUESTION BOX—YOUR MOST PERPLEXING PROBLEM—Conducted by E. C. Fisher, Superintendent of Schools, Rock Island, Illinois.

SUPERINTENDENTS OF CITIES OF POPULATION BETWEEN  
100,000 AND 250,000<sup>1</sup>

*Chairman, Zenos E. Scott, Superintendent of Schools, Louisville, Kentucky*

PROBLEMS OF FINANCING EDUCATION—HOW THEY ARE BEING SOLVED IN MY CITY—

John Wilson, Superintendent of Schools, Paterson, New Jersey; W. A. Sutton, Superintendent of Schools, Atlanta, Georgia; S. O. Hartwell, Superintendent of Schools, St. Paul, Minnesota; and S. E. Weber, Superintendent of Schools, Scranton, Pennsylvania.

GENERAL DISCUSSION—M. E. Pearson, Superintendent of Schools, Kansas City, Kansas; Paul Stetson, Superintendent of Schools, Dayton, Ohio; and Harvey S. Gruver, Superintendent of Schools, Worcester, Massachusetts.

SUPERINTENDENTS OF CITIES OF POPULATION OF 250,000 TO 450,000<sup>1</sup>

*Chairman, Jesse H. Newlon, Superintendent of Schools, Denver, Colorado*

HOW MAY THE SUPERINTENDENT KNOW THE EDUCATIONAL NEEDS OF HIS CITY?—

Frank W. Ballou, Superintendent of Schools, Washington, District of Columbia, and Randall J. Condon, Superintendent of Schools, Cincinnati, Ohio.

DISCUSSION—David B. Corson, Superintendent of Schools, Newark, New Jersey; Frank B. Cooper, Superintendent of Schools, Seattle, Washington; and E. U. Graff, Superintendent of Schools, Indianapolis, Indiana.

THE NEXT STEPS IN FINANCING OUR CITY SCHOOL PROGRAM—Herbert S. Weet, Superintendent of Schools, Rochester, New York.

DISCUSSION—I. O. Winslow, Superintendent of Schools, Providence, Rhode Island, and W. F. Webster, Acting Superintendent of Schools, Minneapolis, Minnesota.

HOW WE ARE SELLING THE PUBLIC EDUCATION PROGRAM IN MY CITY—J. M. Gwinn, Superintendent of Schools, New Orleans, Louisiana.

DISCUSSION—Ira I. Cammack, Superintendent of Schools, Kansas City, Missouri; Henry Snyder, Superintendent of Schools, Jersey City, New Jersey; and D. A. Grout, Superintendent of Schools, Portland, Oregon.

<sup>1</sup> This meeting was held in the Tiger Room of the Hotel Sherman.

<sup>2</sup> This meeting was held in the Pine Room of the Stratford Hotel.

SUPERINTENDENTS OF CITIES OF 450,000 AND OVER<sup>1</sup>

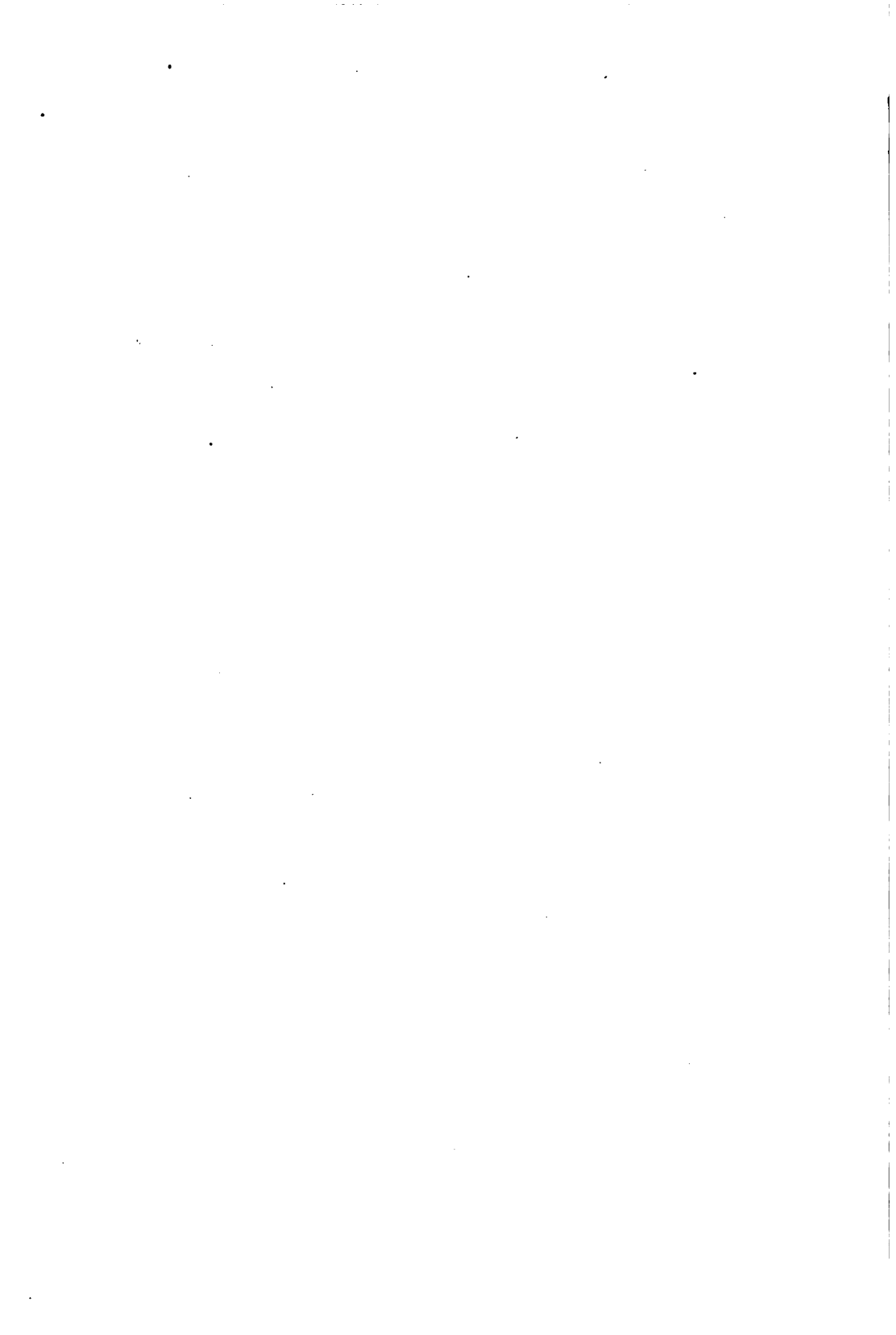
*Chairman, William L. Ettinger, Superintendent of Schools, New York, New York*

This was an informal discussion of the problem of financing education in our large cities, including the sources and amount of school funds, the method of determining and setting up the budget, the method of disbursement, the adequacy of funds for current expenses and building programs, control by agencies other than the Board of Education, and related subjects.

DISCUSSION LED BY Edwin C. Broome, Superintendent City Schools, Philadelphia, Pennsylvania; Frank Cody, Superintendent City Schools, Detroit, Michigan; William M. Davidson, Superintendent City Schools, Pittsburgh, Pennsylvania; R. G. Jones, Superintendent City Schools, Cleveland, Ohio; and Alfred Roncovieri, Superintendent City Schools, San Francisco, California.

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<sup>1</sup> This meeting was held in the Green Room of the Congress Hotel.



# Facts on the Cost of Public Education and What They Mean

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## Bulletin One of THE RESEARCH DEPARTMENT of the NATIONAL EDUCATION ASSOCIATION

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THE NATIONAL EDUCATION ASSOCIATION  
1201 SIXTEENTH STREET NORTHWEST  
WASHINGTON, D. C.

June, 1922



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## THE NEW RESEARCH DEPARTMENT

The Research Department was added to the headquarters organization in response to a general demand from the members of the Association for an agency to supply current educational information. No source existed for supplying data for use in emergency situations. The U. S. Bureau of Education, the Government's agency for supplying statistical information on education, has not been able to publish current data to meet emergency demands. Its staff includes the Commissioner and specialists of recognized ability, but although much good work has been done, funds have not been provided for extensive investigations by these experts. Moreover, the printing fund is so meager that comparatively few of the important reports can be published. Many of them lose their current value in the long delay before publication.

This neglect of education on the part of the Government is most regrettable. It results from having the Bureau hidden away in the Department of the Interior. The Secretary of this Department having no special connection with education, and having many other bureaus and divisions in which he is interested, can hardly give more than passing attention to the needs of the Bureau of Education.

Because of this situation, it seemed desirable for the National Education Association to establish a Research Department of its own. All feel that no wiser use of membership dues can be made than in maintaining an agency to carry on emergency research work.

The Research Department was established in March, and has been in operation only a third of a year. During that time it has been carefully organized and is ready to render service to the members of the Association. This, the first bulletin of the Department, contains information of distinctive value. During the coming year smaller bulletins will be issued containing the latest information on current educational problems.

The new Department seeks the support of the school people of the country in carrying on and in encouraging investigations of current educational problems. It works in close cooperation with other educational research agencies. At present there is much duplication of effort in collecting current educational information. At the same time essential data is often not available because of the lack of coordinated effort in carrying on investigations. The Research Department aims to reduce this duplication of effort and to bring about a concerted attack of some of our pressing educational problems. As it works to these ends it looks to the members of the Association for guidance and support.

J. W. CRABTREE,  
*Secretary, National Education Association.*

## THE RESEARCH DEPARTMENT

This, the first bulletin of the Research Department of the National Education Association, gathers together in compact form data having a direct bearing upon problems of educational finance. The information given is that in most demand as revealed by inquiries that have come to the Department since its establishment in March. Much of the information given is not accessible elsewhere. It has been obtained through the excellent coöperation of the school people of the country. School administrators have responded promptly to inquiries sent out by the Association. The Salary Committee of the Association directed the collection of much of the data concerning salaries. The United States Bureau of Education, particularly the Divisions of City School Systems and Rural Education, has been especially generous in furnishing the Research Department with valuable data that are the bases of many of the tables.

During the coming school year the Department will have two objectives. First, it hopes to reduce the duplication of effort that at present marks the investigation of current educational questions. Questionnaires asking for essentially identical information are now being sent out each year by different agencies throughout the country. The burden placed upon school people in answering these duplicating inquiries is very great. Much of this may be avoided by a better coördination of effort among the research agencies of the country. Second, the Department hopes to work out a plan whereby the results of investigations of current educational problems may be made immediately available to school people.

To achieve these objectives the following plan of action has been outlined. Through the columns of *The Journal* of the Association statements will be made of the educational problems concerning which there is the greatest demand for information. Efforts will be made to find out what is being done toward obtaining information on these questions. If adequate studies of these problems are not in progress, the Department hopes to provide for their investigation by some of the educational research agencies of the country. Efforts will also be made to provide for the prompt circulation of vital information in *The Journal* and other educational publications, or by other means.

In carrying out this program the Department seeks the coöperation and guidance of the school people of the country. It will especially appreciate receiving copies of the results of investigations made upon problems of current educational importance. The results of such investigations can be given wide circulation through the columns of *The Journal* or they may be issued in bulletin form. Proper credit will be given, of course, to the individual or agency responsible for the investigation.

Reports that will be valuable to the Research Department are listed below. They should be sent direct to the National Education Association headquarters.

1. Regular reports of State, city, and county superintendents.
2. State school laws, and copies of important educational bills prepared for submission to State legislatures.
3. Special investigations by research bureaus or advanced students in schools of education.
4. Investigations carried on by State and local teachers' organizations.
5. Copies of salary schedules, new tenure and pension laws.
6. Other investigations of educational value.

JOHN K. NORTON,  
*Director, Research Department.*

## THE INCREASING COST OF EDUCATION

During recent years the cost of education has been rapidly increasing. This fact has received much attention from those who are interested in maintaining low tax rates. Even some educators have sounded warning notes.

There is little basis in fact to justify the alarm of either the conservative taxpayer or the perturbed educator. It is true that figures extending over a period of years and representing the amounts spent for education in the country as a whole or for a typical city are, at first glance, startling. Uninterpreted they may seem to justify the conclusion that educational expenditures are threatening the financial stability of the country. Properly analyzed they give no basis for such a conclusion.

The increase in the cost of education during recent years is due to three factors: (1) The increase in attendance in our public schools; (2) the depreciation of the purchasing power of the dollar; and (3) the increase in the social effectiveness of our system of public education.

Very little of the increase can be charged against the third of these factors. It is almost wholly due to the first two. Those in charge of the administration of education, therefore, cannot be held responsible for the increase in educational expenditures. They do not determine the number of children who are born and subsequently reach school age, nor do they control the economic forces that fix the purchasing power of the dollar. Nor can it be charged that the increase in educational expenditures is placing a greater burden upon the financial structure of the country than was true before the war.

The figures given in the accompanying charts and tables show that our schools have been very economical. Some of them have not received the increased financial support that the rapidly growing attendance and the depreciation of the dollar justifies. Public education, during recent years, has been starved as far as any financial provision has been made for increasing its social effectiveness.

**TABLE 1. ANALYSIS OF THE INCREASE IN COST OF EDUCATION BY DECADES FROM 1890 TO 1920**

Year	Cost of public education— elementary and high schools	Increase over 1890	Amount of increase chargeable to		
			Increased attendance	Depreciation of dollar	Increased efficiency
1	2	3	4	5	6
1890.....	\$140,506,715				
1900.....	214,964,618	\$74,457,903	\$56,202,686		\$18,255,217
1910.....	426,250,434	285,743,719	116,620,573	\$82,280,732	86,842,414
1920.....	1,045,053,545	904,546,830	195,304,333	638,040,991	71,201,506

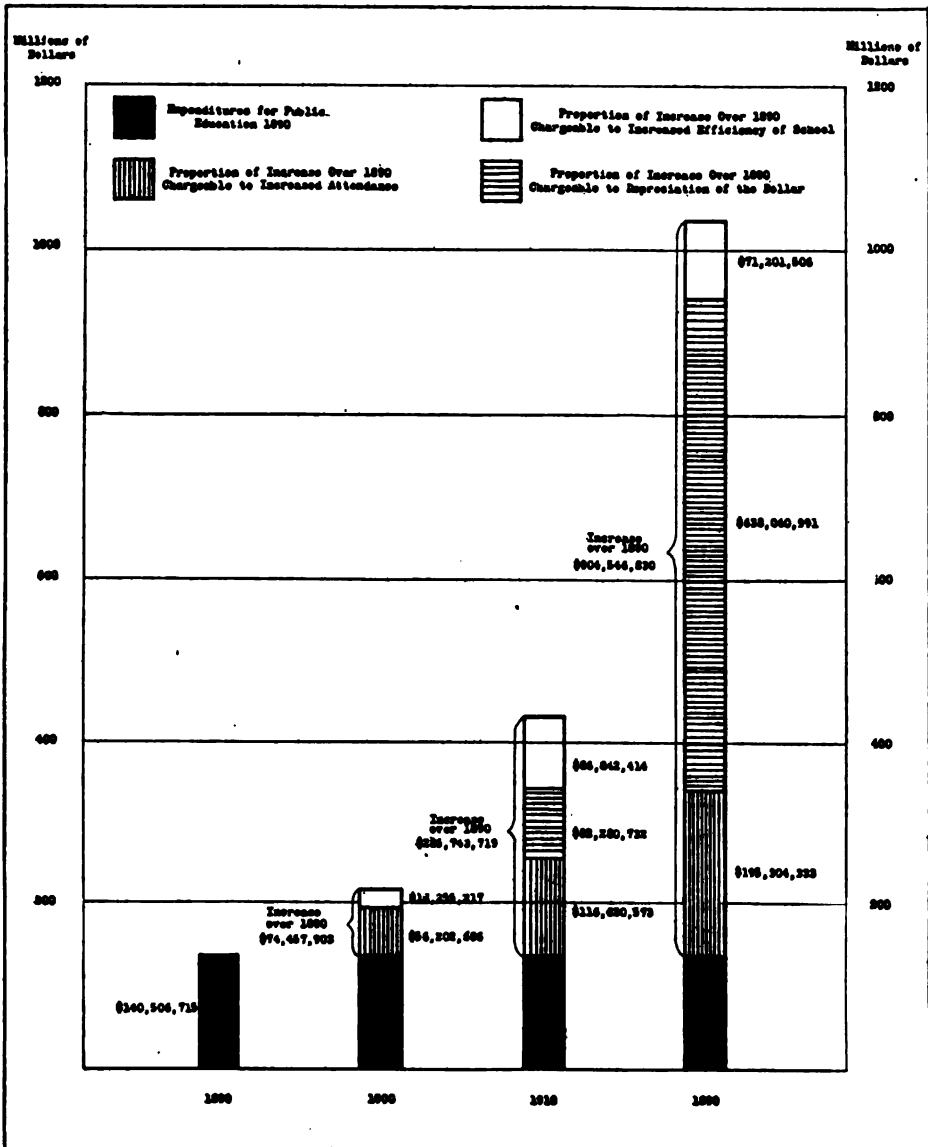


CHART 1.—AN ANALYSIS OF THE INCREASE IN EXPENDITURES FOR PUBLIC EDUCATION BY DECADES 1890 TO 1920

Chart 1 is based upon the figures given in Table 1. This table is explained as follows: Column 2 gives the total amount expended in the United States for public elementary and high schools for the four years given. These are the official figures of the U. S. Bureau of Education. Column 3 gives for each year the increase over the amount spent in 1890. Columns 4, 5, and 6 show how much of this increase is due to each of three factors. The total increase in expenditures for 1910, for example, over 1890 was \$285,743,719. This increase in the amounts given is chargeable to three factors:

1. *Increased Attendance*—\$116,620,573.

This figure is 83 per cent of the cost of education in 1890. There was an increase of 83 per cent in the number of days schooling provided between 1890 and 1910. (See Table 2, Column 3.) There was necessary, therefore, an increase of 83 per cent in expenditures for education in order to provide for the added number of children in school. By adding this additional sum to the cost of education in 1890 (\$116,620,573 plus \$140,506,715), the amount is obtained that was necessary to give each child in 1910 the same opportunity that the child of 1890 enjoyed—\$257,127,288.

2. *Depreciation of Dollar*—\$82,280,732.

This amount is added to the cost of education in 1910 since the dollar of 1910 had depreciated in value so that \$132 would purchase no more than \$100 would in 1890. (See Table 3, Column 2.) To provide the children enrolled in 1910 with the same educational opportunity enjoyed by the children of 1890, an amount equal to 32 per cent of \$257,127,288 must, therefore, be added—\$82,280,732.

3. *Increased Efficiency*—\$86,842,414.

The cost of education in 1890 was \$140,506,715. In 1910 increased attendance and depreciation of the dollar added \$116,620,573 and \$82,280,732, respectively, to this sum. Of the total increase in expenditures of 1910 over 1890, \$86,842,414 is still unaccounted for. This is charged against increased efficiency of the school. This amount was available for the purpose of increasing the social effectiveness of the schools.

These facts are presented in graphic form in Chart 1. The increase in the cost of education since 1890 has been principally due to increases in school attendance and depreciation of the dollar. The schools of the country can not be held financially responsible for either of these. They were not responsible for the fact that between 1890 and 1920 there was an increase of 139 per cent in their burden due to growing attendance, nor for the fact that \$290 were required to buy what \$100 purchased in 1890.

When these two factors are eliminated there is not a great deal of the increase shown at the beginning in each decade to account for. Practically all of it has been swallowed up by the decreasing purchasing power of the dollar and the increase in the number of children who are attending our schools. The growing complexity of our civilization and the loss in influence of some of our most cherished institutions, thus throwing an additional burden upon our public-school system, would have justified vast sums being devoted to the single purpose of increasing the efficiency of the instruction received in our schools. Such sums have not been forthcoming. In reality education has been starved insofar as any provision has been made for an improvement in its social effectiveness. No substantial financial provision has been made to meet the steadily increasing requirements that public opinion demands. The average layman fails to realize these facts, however, unless they are clearly and repeatedly stated. It is the duty of sound educational statesmanship to make the facts known.

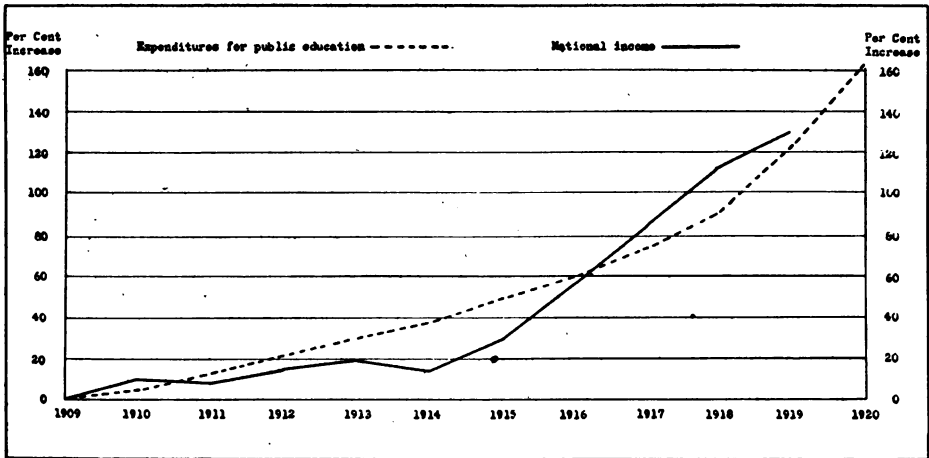


CHART 2.—PER CENT INCREASE OF NATIONAL INCOME AND OF EXPENDITURES FOR PUBLIC EDUCATION

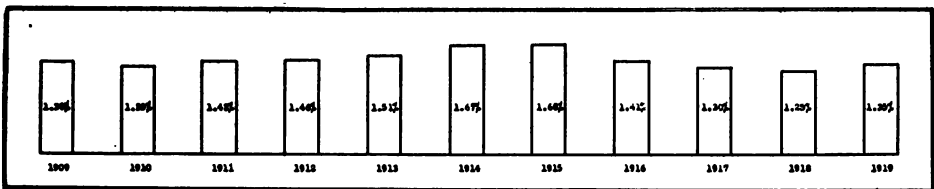


CHART 3.—PER CENT OF NATIONAL INCOME EXPENDED FOR PUBLIC EDUCATION

Table 2. Increase in Amount of Schooling Provided in Public Elementary and High Schools of the United States

Year	Total number of days' schooling provided	Percentage of increase in schooling provided
1	2	3
1890....	1,098,232,725	100
1900....	1,534,822,633	140
1910....	2,011,477,065	183
1920....	2,620,210,865	239

Table 2 in Column 2 gives the total number of days' schooling provided by the public elementary and high schools of the United States for the first year of each decade since 1890. These figures are obtained by multiplying the average daily attendance by the average number of days school was maintained. These are the official figures of the U. S. Bureau of Education. Column 3 gives the percentage of increase in days' schooling provided. If 100 represented the number of days' schooling provided in 1890, then 140 represents the number of days' schooling provided in 1900, etc.

Table 3. Purchasing Power of the Dollar by Decades, 1890 to 1920

Year	Index numbers
1	2
1890.....	100
1900.....	99
1910.....	132
1920.....	290

The figures in Table 3 are a combination of the price index numbers for these years of R. G. Dun & Company, the U. S. Department of Labor, and Burgess in Trends of School Costs. See the *Journal of the National Education Association*, June, 1922, page 252, for a fuller discussion of the derivation of these numbers.

The figures show that in order to purchase what \$100 would buy in 1890, \$99 was necessary in 1900, \$132 in 1910, and \$290 in 1920.



This starvation of education can be justified on only one basis. This is, that the income of our Nation, the actual wealth produced each year, has failed to keep pace with our growing educational needs. Then education might expect to go on short rations with the rest of the country.

Table 4 shows that since 1909 the percentage increase in expenditures for education has been no greater than the percentage increase in the National wealth produced. This fact is graphically depicted in Chart 2. In the five years following 1914 the National income has been increasing more rapidly than have the expenditures for education. This fact is more clearly shown in Chart 3 which gives the percentage of the National wealth produced that has been expended for public education. Between 1914 and 1919 there was a drop from 1.67 per cent to 1.35 per cent. When figures are available so that the curves of Chart 2 can be continued for 1920, 1921, and 1922, it is probable they will show that the expenditures for education are increasing more rapidly than the National income. The curves will probably resume the relationship shown between the years 1909 and 1914. If this tendency continues, we will once again reach the place where as much as 1.67 per cent of the National income will be spent for education, as was true of 1914. (See Chart 3.) Looking forward to this time, it should be the duty of educational statesmanship to be ready to justify the appropriation for education of a larger and larger proportion of the wealth which the Nation produces yearly.

**Table 4. Comparison of Increase in National Income and Increase in Expenditures for Public Education, 1909 to 1919<sup>1</sup>**

Year	Expenditures for public education in thousands of dollars <sup>2</sup>	National income in billions of dollars <sup>4</sup>	Per cent increase over 1909 in expenditures for education	Per cent increase over 1909 in national income	Per cent of national income spent for public education
1	2	3	4	5	6
1909.....	401,398	28.8	0.0	0.0	1.39
1910.....	426,250	31.4	6.19	9.02	1.35
1911.....	446,727	31.2	11.3	8.33	1.43
1912.....	482,887	33.0	20.3	14.58	1.46
1913.....	521,546	34.4	29.9	19.44	1.51
1914.....	555,077	33.2	38.3	15.27	1.67
1915.....	605,461	36.0	50.8	25.0	1.68
1916.....	640,717	45.4	59.6	57.63	1.41
1917.....	702,197 <sup>3</sup>	53.9	74.9	87.15	1.30
1918.....	763,678	61.0	90.3	111.80	1.25
1919.....	895,000 <sup>3</sup>	66.0 <sup>4</sup>	122.9	129.16	1.35
1920.....	1,045,054	.....	160.3	.....	.....

<sup>1</sup> Expenditures for education are for fiscal years; National income estimates are for calendar years.

<sup>2</sup> These are the expenditures for public elementary and high schools.

<sup>3</sup> Expenditures for these years are estimated on basis of expenditures for year preceding and following. Other amounts given in this column are official figures of the U. S. Bureau of Education.

<sup>4</sup> The yearly estimates of the wealth produced in the United States are those made in *Income in the United States*, p. 64, Mitchell, King, and others, published by the National Bureau of Economic Research, 1921. The figure for 1919 is based on incomes received, whereas the estimates for the other years were verified by a calculation based on sources of production.

**Table 5. Analysis of the Increase in Cost of Education, Washington, D. C.  
From 1913-1914 to 1921-1922**

Year	Cost of public education— Washington, D. C.	Increase over 1913	Amount of increase chargeable to			Additional amount necessary to maintain efficiency
			Increased attendance	Depreciation of dollar	Increased efficiency	
1	2	3	4	5	6	7
1913-14....	\$2,429,480					
1915-16....	2,675,794	\$246,314	\$194,358	\$131,192		\$79,236
1917-18....	3,543,652	1,114,172	24,295	1,030,585	\$59,292	
1919-20....	4,155,780	1,726,300	364,422	2,765,963		1,404,085
1921-22....	4,891,140	2,461,660	583,075	2,199,165		320,580

Facts similar to those presented for the country as a whole in Table 1 are given in Table 5 for Washington, D. C. The cost of education in 1913-14 is taken as a base. Column 2 gives the actual expenditures for education in this city for all the school years since 1913-14. These figures include all expenditures except those for sites and permanent improvements. Column 3 shows the increase in expenditures over 1913-14 for each alternate year since that time. The next three columns analyze the reasons back of the increase in expenditures for education. In Column 4 are the increases necessary to take care of the growth in attendance. (See Table 6.) The amounts given in Column 5 are the increases necessary to offset the decreasing purchasing power of the dollar. (See Table 7.)

For each of the years given, except 1917-18, the actual increase in expenditures is less than the growing attendance and the depreciation of the dollar would have justified. Column 7 gives the amounts in addition to what was received that would have been justified by these two factors.

OF ALL inspiring and moralizing agencies in American society today, the public school alone has gained in influence and increased in strength since the civil war. Legislation has declined in efficiency, the courts are less respected, the church has been left behind, and education—public education—alone has retained its hold on democracy and is becoming more and more effective as the years go by.—*Charles William Eliot, Former President, Harvard University.*

WHAT IN the way of culture, efficiency, and good citizenship has this country reason to expect in 1922 in return for the cost of operating the public schools? The answer is simple and direct; inasmuch as it is spending no more of purchasing power upon the schools in 1922 than it was expending in 1911, it has reason to expect no more by way of culture, efficiency, and good citizenship than it secured by the expenditures of 1911. It has reason to expect no more, but as a matter of fact it is getting more, the increase being chargeable to the devotion of the great body of teachers and school administrators to the cause of better America.—*Will C. Wood, The Department of Superintendence, N. E. A., 1922.*

These facts are depicted graphically in Chart 4 which is based on Table 5. The first bar over "1915-16" represents the increase in educational expenditures for this year over the year 1913-14 that the growth in attendance and the depreciation of the dollar would have justified. The second bar over "1915-16" represents the actual increase in expenditures for public education.

There is evidence that the schools of Washington, D. C., since the beginning of the war, so far as financial support is concerned, have steadily lost in their power to provide facilities for education. The increases in financial support have been insufficient to provide for the growing attendance and to offset the depreciation of the buying power of the dollar. It should be remembered that a school system must compete in the open market for all facilities necessary for its operation, whether they be the services of a principal or teacher, lumber, building stone, or chalk. If more and more of such services and materials are required, while at the same time the ability of the schools to produce them is lessened, there will eventually be a loss in the effectiveness of our educational system.

The figures given for Washington, D. C., are probably typical of many cities in the United States. A continuance of a financial policy that year by year gradually lessens the ability of school officials to purchase the facilities of education, is bound to seriously affect the social effectiveness of our schools. The increase in educational expenditures should not be limited to amounts barely necessary to take care of increased attendance to offset the depreciation of the dollar. Additional amounts should be appropriated with the one end in view of increasing the general social effectiveness of our system of public education. Only when substantial amounts are consistently found in Column 6 of Table 5 can the public expect the schools to meet adequately the constantly increasing burdens it is placing upon them.

**Table 6. Increase in Amount of Schooling Provided Public Elementary and High Schools of Washington, D. C.**

Year	Days' schooling provided	Percentage increase
1	2	3
1913-14.....	8,106,834	100
1915-16.....	8,833,250	108
1917-18.....	8,252,158	101
1919-20.....	9,387,453	115
1921-22.....	10,085,833	124

Table 6, column 2, shows the total number of days' schooling provided by the public elementary and high schools of Washington, D. C., for each of five alternate years beginning with 1913-14. These figures are calculated in the same manner and should be interpreted similarly to those of Table 2.

**Table 7. Purchasing Power of Dollar 1913 to 1922**

Year	Index number
1	2
1913.....	100
1915.....	105
1917.....	142
1919.....	199
1921-22.....	173

The index numbers given in Table 7 are for December of each year except in 1921-22, which is an average of the months of September and December, 1921, and March, 1922. They were issued by the U. S. Department of Labor, Bureau of Labor Statistics, Statement 1478, May 4, 1922, p. 2. These index numbers should be interpreted similarly to those of Table 3.

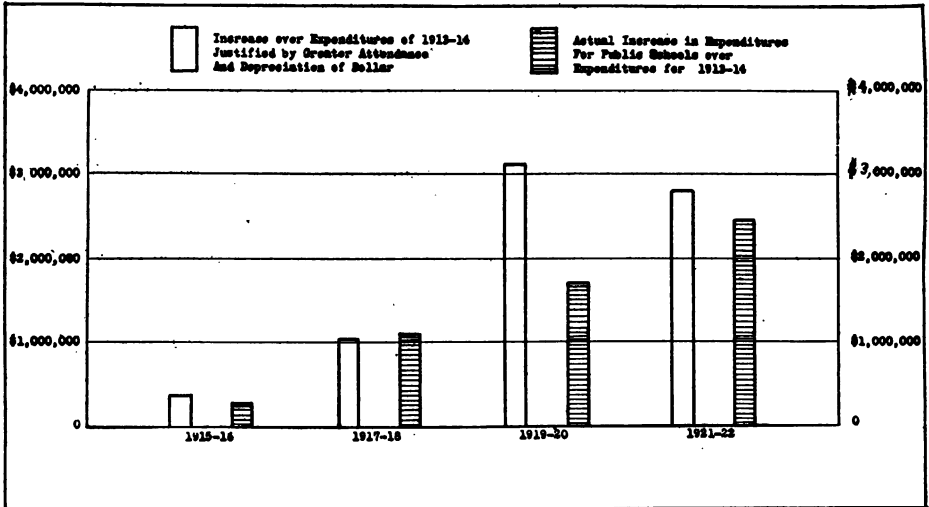


CHART 4.—ACTUAL INCREASE IN EXPENDITURES FOR PUBLIC SCHOOLS OF WASHINGTON, D. C., AND INCREASE THAT GREATER ATTENDANCE AND DEPRECIATION OF THE DOLLAR WOULD HAVE JUSTIFIED

WE CALL no uneducated quack or charlatan to perform surgery upon the bodies of our children lest they may be deformed, crippled and maimed physically all their lives. Let us take equal care that we intrust the development of the mental faculties to skilled instructors of magnanimous character that the mentalities of our children may not be mutilated, deformed and crippled to halt and limp thru all the centuries of their never-ending lives. The deformed body will die, and be forever put out of sight under the ground, but a mind made monstrous by bad teaching dies not, but stalks forever among the ages, an immortal mockery of the divine image.—*J. Sterling Morton.*

YOU CAN reduce your expenditure on armaments, as you can on personal indulgences, and expand it again later, with no great damage in the process. But with education it is otherwise. You are dealing there with the minds and bodies of children and you may cripple a whole generation. The plain fact is that, so far from not being able to afford our present expenditure on education, we cannot afford to do without it. If there is one lesson more insistently taught us by the war and by daily experience it is that the foundation of National strength and worth, as of National prosperity, is the education of the people. . . . It is the people who will suffer and the people must see to it.—*From the Manchester (England) Guardian, June, 1922.*

THE FEDERAL Government has established the precedent of promoting education. It has made liberal grants of land and money for the establishment and support of Colleges of Agriculture and Mechanic Arts, and in more recent years has made appropriations for vocational education and household arts. Without interfering in any way with the control and management of public education by the States, the Federal Government should extend aid to the States for the promotion of physical education, the Americanization of the foreign-born, the eradication of illiteracy, the better training of teachers, and for promoting free educational opportunities for all the children of all the people.—*President Harding, Excerpt from Speech, Oct. 1, 1920.*

Table 8 gives a partial statement of the Federal taxes paid by the various States of the Union as compared with the expenditures for the support of public, elementary, and high schools.

The figures in column 2 give the taxes paid by the States in connection with the sale and manufacture of various articles that may be classed either partly or wholly as luxuries. The figures represent the taxes paid and not the purchase price of the articles concerned. A detailed statement of the sources of the amounts given in this column may be found in the table printed in the *Journal of the National Education Association*, May, 1921, page 209. The sums in this column were paid by the States to the Federal Government with the exception of \$122,000,000 which amount was collected in the States in connection with the issuance of automobile license fees.

Column 3 gives the taxes collected by the Federal Government in the States on both personal and corporation incomes as given in the annual report of the Commissioner of Internal Revenue for 1921.

The figures given in column 5 were furnished by the U. S. Bureau of Education from a manuscript as yet unprinted and represent the total State expenditures for public elementary and high schools, including the expenditures for maintenance as well as capital outlay. The slight discrepancy between the figures given here for the total expenditures for the United States and the ones found in table 1 is due to the omission in these figures of certain "debt services."

It will be noted that the total amount collected by the Federal Government from the two sources is nearly four times the amount spent for public education. The years given for the figures in columns 2, 3, and 5 it will be noted are not co-extensive. The total Income Taxes raised for the year ended December 31, 1920, was \$3,956,936,000, or 18 per cent more than the total given in column 3. The taxes on luxuries collected for the year ended June 30, 1920, were greater than those given in column 2. As yet there is no exact information as to what the figures for the expenditures for education for 1920-21 will be when they are available.

HE GAVE up a promising career in the law and in politics to accept the office at a beggarly salary that often left him without money for his dinner, but, once he had made up his mind to do so, he entered upon the work with all the energy he possessed. To a friend he wrote: "My law books are for sale. My office is to let. The bar is no longer my forum. I have abandoned jurisprudence and betaken myself to the larger sphere of mind and morals."

On the day he accepted the office he wrote in his diary: "Henceforth so long as I hold this office I devote myself to the supremest welfare of mankind upon the earth. . . I have faith in the improbability of the race—in their accelerating improbability. This effort may do, apparently, but little. But mere beginning a good cause is never little. If we can get this vast wheel into any perceptible motion, we shall have accomplished much."—*Extract from "Public Education in the United States" by Ellwood P. Cubberley, p. 165, regarding Horace Mann.*

AS WE look back over the three-quarters of a century during which the office of superintendent of city schools has been in existence, a few names stand out with particular prominence as men who have laid—often against tremendous obstacles, often in conflict and contest to the end of their careers, and often by the sacrifice of much that men hold dear—the foundation principles of the new work to which they gave the best years of their lives. Doing a pioneer work, and often misunderstood and unappreciated by those with whom they labored, these men patiently blazed a trail for others to follow. As a recent writer has put it, "each traveled the trail at his own gait, with rations and blanket only, and never knowing, though caring much, where each year's tramping would end." Out of this three-quarters of a century of trial, conflict, discussion, and experimentation, a profession of school supervision is at last being evolved.—*Extract from "Public School Administration" by Ellwood P. Cubberley, p. 130.*

Potentially, at least, the most important officer in the employ of the people of any municipality to-day is the person who directs the organization and administration of its school system, and who supervises the instruction given therein.—*Ibid. p. 131.*

**TABLE 8. FEDERAL TAXES, 1920-1921, AND EXPENDITURES FOR EDUCATION, 1919-1920**

State	Luxury taxes year ended June 30, 1921	Federal income taxes year ended December 31, 1921	Total columns 2 and 3	Expenditures for education, 1919-20
1	2	3	4	5
United States.....	\$763,474,910.50	\$3,228,137,673.75	\$3,991,612,584.25	\$1,039,091,084
Alabama.....	3,179,090.85	14,222,196.12	17,401,286.97	9,118,691
Arizona.....	751,451.07	2,784,941.73	3,536,392.80	6,339,288
Arkansas.....	1,886,136.03	8,228,525.73	10,114,661.76	7,706,621
California.....	25,643,308.29	129,170,961.21	154,814,269.50	48,980,298
Colorado.....	3,707,730.01	25,085,242.95	28,792,972.96	13,200,165
Connecticut.....	10,461,308.74	49,208,464.34	59,669,773.08	16,318,420
Delaware.....	1,255,208.71	9,848,404.28	11,103,612.90	1,676,503
District of Columbia.....	.....	8,054,914.26	8,054,914.26	4,297,894
Florida.....	5,401,054.98	10,108,053.94	15,509,108.92	7,030,953
Georgia.....	5,114,392.47	28,792,002.73	33,906,395.20	9,076,453
Idaho.....	1,484,574.68	3,497,317.45	4,979,892.13	8,591,942
Illinois.....	43,307,850.45	260,944,632.48	304,252,482.93	69,358,022
Indiana.....	18,268,901.65	49,809,541.01	68,078,442.66	35,764,748
Iowa.....	12,529,946.08	28,893,632.48	41,423,578.56	37,334,167
Kansas.....	5,504,223.46	26,873,549.31	32,377,772.77	26,257,009
Kentucky.....	10,525,822.30	25,091,391.06	35,617,213.36	8,117,074
Louisiana.....	4,663,758.44	29,242,438.18	33,906,196.62	11,366,934
Maine.....	2,264,698.28	14,459,568.04	16,724,266.32	6,403,673
Maryland.....	10,924,077.98	44,948,063.92	55,872,141.90	8,242,399
Massachusetts.....	22,637,943.58	214,058,413.88	236,696,357.46	40,908,940
Michigan.....	74,101,979.83	184,494,520.82	258,596,500.65	47,683,763
Minnesota.....	11,246,790.49	53,886,224.54	65,133,015.03	35,734,096
Mississippi.....	1,554,910.78	7,244,977.45	8,799,888.23	4,474,796
Missouri.....	22,166,198.53	86,121,595.25	108,287,793.78	28,707,190
Montana.....	1,436,769.07	3,925,062.65	5,361,831.72	12,207,631
Nebraska.....	5,265,548.94	15,828,609.66	21,094,158.60	20,580,069
Nevada.....	318,297.77	718,136.11	1,036,433.88	1,383,850
New Hampshire.....	2,252,081.68	8,304,563.93	10,556,645.61	3,810,669
New Jersey.....	37,161,170.43	97,391,062.92	134,552,233.35	40,909,827
New Mexico.....	526,752.43	1,306,243.22	1,832,995.65	4,139,597
New York.....	128,666,894.06	814,736,708.37	943,403,602.43	106,045,319
North Carolina.....	83,834,278.70	38,664,722.96	122,499,001.66	12,147,856
North Dakota.....	1,271,426.26	2,072,432.20	3,343,858.46	12,883,443
Ohio.....	57,724,896.12	203,847,472.40	261,572,368.52	67,426,541
Oklahoma.....	5,212,973.93	21,637,304.77	26,850,278.70	22,906,219
Oregon.....	4,527,879.84	21,973,313.00	26,501,192.84	9,997,892
Pennsylvania.....	57,787,786.58	351,737,751.22	409,525,537.80	70,410,207
Rhode Island.....	2,276,980.36	36,086,774.07	38,363,754.43	4,766,333
South Carolina.....	2,240,749.18	26,032,367.96	28,273,117.14	6,627,017
South Dakota.....	1,563,893.47	3,648,484.22	5,212,377.69	11,592,896
Tennessee.....	7,231,557.33	25,606,805.43	32,838,362.76	10,141,374
Texas.....	9,886,086.45	52,190,451.75	62,076,538.20	33,606,210
Utah.....	1,596,071.66	7,116,197.70	8,712,269.36	8,239,829
Vermont.....	1,124,355.79	4,803,370.92	5,927,726.71	3,588,098
Virginia.....	23,282,849.61	31,594,403.02	54,877,252.63	12,975,089
Washington.....	6,706,064.42	29,221,005.72	35,927,070.14	20,595,360
West Virginia.....	5,796,427.05	35,819,846.89	41,616,273.94	11,402,488
Wisconsin.....	15,212,780.00	57,131,042.40	72,343,822.40	27,255,056
Wyoming.....	666,038.76	2,537,062.67	3,203,101.43	3,741,793
Alaska.....	.....	279,821.67	279,821.67	343,822
Hawaii.....	377,083.27	18,859,082.76	19,236,166.03	2,536,924
Canal Zone.....	.....	.....	.....	180,391
Philippine Islands.....	945,859.66	.....	945,859.66	.....
Porto Rico.....	.....	.....	.....	2,959,245

**I**N EVERY large profession you must rely on economic motives to some extent for your recruits, in the teaching profession less than elsewhere perhaps; but even teachers are human. I do not expect the teaching profession to offer great material reward—that is impossible; but I do regard it as essential to a good scheme of education that teachers should be relieved from perpetual financial anxieties. . . . An anxious and depressed teacher is a bad teacher; an embittered teacher is a social danger.—*Rt. Hon. H. A. L. Fisher, M.P., London.*

## SALARY TABLES AND WHAT THEY REVEAL

There are both encouraging and discouraging aspects in the present salary situation in the United States. Salary increases have been granted generally throughout the country. Present schedules are being maintained or increased in nearly all of our cities and in a majority of our rural communities. On the other hand, there are indications in some quarters of a reaction. This is the result of two factors, first, the general business depression and second, the failure of the teaching profession to continue the vigorous campaign of educating the public that was carried on during the war. As a result the general public is misinformed as to the actual facts in the present salary situation. The facts, which it is the duty of the profession to make known without delay, follow:

1. Teachers were underpaid throughout the country before the war—about fifty per cent were receiving annual salaries of less than \$500.
  2. The salary increases granted teachers during the war were insufficient to offset the rapid rise in the cost of living.
  3. Increases of wages in general during the war kept pace with or exceeded the rise in the cost of living.
  4. Consequently, teachers in 1920 were in a less advantageous economic position "than at any time since the Civil War Period."<sup>1</sup>
  5. The comparatively slight decrease in the cost of living since 1920 has merely tended to restore teachers' salaries to their pre-war purchasing power.
  6. The latest figures on the cost of living indicate that the decline in the cost of living has come to a halt. "All price indices show little change of late and some indicate a slight rise."<sup>2</sup>
  7. The teacher's economic position now is, therefore, little if any better than before the war.
  8. If teachers' salaries are reduced they will have less purchasing power than they possessed before the war.
  9. Additional increases must be granted if teachers are to receive the professional wage justified by their training and the importance of their service.
  10. If teachers' salaries are not lifted to the professional level, it will be impossible to secure a sufficient number of recruits for our normal schools and millions of our children will continue to be taught by immature and untrained transients in the profession.
- In the subsequent tables, data are given to support these facts. The future welfare of the children of the Nation demands that they should be given the widest possible circulation.

Read Table 9 as follows, beginning in the upper left corner: In 1921-22 the cities of the United States over 100,000 in population paid a median salary to their teachers of \$1848. Cities of the same size reporting from Alabama, for example, paid a median salary of \$1159, or \$689 below the median for the country as a whole. The figures given are the median salaries actually being paid—not possible maxima. Fifty per cent of a group of teachers receive salaries equal to or above the median, and fifty per cent receive salaries equal to or below the median. The medians were calculated from distributions of salaries grouped in one-hundred-dollar intervals.

Of the 2787 cities of 2500 population and over 1444, or 52 per cent, are represented in this table. They reported for 127,260 teachers. 1307, or 42.6 per cent, of all counties and rural communities are represented in this table. They reported for 126,633 teachers. There is, therefore, a total of 253,893 city and rural teachers represented in the table. The rural teachers are those directly under the supervision of county, town, or district superintendents. Those in rural systems which employ local superintendents who devote more than half time to supervision were not reported.

The salaries given should be looked upon as approximations rather than exact and complete statements, since all cities and rural communities did not report. In some States the per cent reporting was too low to guarantee the figures being representative. The percentage of the counties reporting for each State may be found in Table 11, column 6. From this may be inferred how representative the figures are for the rural communities of any State. The figures marked thus (\*) are based upon reports from less than 25 teachers, and those marked thus (†) are approximate figures. With these facts in mind, the table may be accepted as an excellent bird's-eye view of the salary situation in the United States for the school year 1921-22. The table is based on data of the U. S. Bureau of Education.

<sup>1</sup>Burgess, *Trends of School Costs*, p. 64.    <sup>2</sup>Literary Digest, June 10, 1922, p. 10.

TABLE 9. SALARIES OF ELEMENTARY TEACHERS BY STATES 1921-1922

States and other units	Schools in cities				Schools in rural communities				
	Over 100,000	25,000 to 100,000	10,000 to 25,000	2,500 to 10,000	Villages and towns, 3 or more teachers	Country schools, 3 or more teachers	2-teacher schools	1-teacher schools	Consolidated schools
1	2	3	4	5	6	7	8	9	10
UNITED STATES (Median)...	\$1848	\$1379	\$1241	\$1097	\$1010	\$885	\$877	\$774	\$987
Alabama.....	\$1159	.....	\$926	\$860	\$742	\$465	\$418	\$419	\$735
Arizona.....	.....	\$1675	1593	1414	1369	1300	1269	1243	950*
Arkansas.....	.....	1102	926	792	642	696	552	428	550
California.....	1879	1763	1636	1404	1386	1383	1323	1257	1359
Colorado.....	1891	1606	1349	1214	1147	1117	1023	874	1115
Connecticut.....	1552	1416	1412	1248	1260	1050*	1062	931	1182
Delaware.....	.....	.....	.....	975	1010	650*	729	689	700*
District of Columbia.....	1586	.....	.....	.....	.....	.....	.....	.....	.....
Florida.....	.....	1202	.....	907	941	548	648	399	892
Georgia.....	1451	927	796†	845	691	548	413	300	644
Idaho.....	.....	.....	1479	1305	1335	1178	1047	918	1150*
Illinois.....	1913	1320	1154	1032	944	885	872	781	971
Indiana.....	.....	1516	1185	1112	993	913	873	861	984
Iowa.....	.....	1452	1230	1086	996	950	940	768	1064
Kansas.....	1692	1615	1214	991	1011	974	880	731	1046
Kentucky.....	1247	1156	902	882	667	571	550	463	720
Louisiana.....	1580	.....	941†	948	976	866	719	659	775
Maine.....	.....	1296	1070	775	912	682	707	595	754*
Maryland.....	.....	1069	1064	.....	990	845	763	696	950*
Massachusetts.....	1589	1571	1350	1180	1126	517	475	391	695
Michigan.....	1733	1427	1189	1245	1064	779	239	832	1290
Minnesota.....	1614	.....	1155	1255	1040	1015	913	845	1109
Mississippi.....	.....	.....	929	924	842	395	404	328	626
Missouri.....	1822	1335	.....	925	818	900	613	594	600
Montana.....	.....	.....	1638	1455	1265	950*	1112	966	1233*
Nebraska.....	1731	1482	1214	1218	986	1120	989	869	998
Nevada.....	.....	.....	.....	.....	1436	.....	1167	988	1550*
New Hampshire.....	.....	1323	1183	952	942	750*	908*	718	775*
New Jersey.....	1631	1588	1419	1348	1406	1252	1086	1011	1225
New Mexico.....	.....	.....	1297	1270	1172	1187	1086	1084	1258
New York.....	2600†	1339	1339	1220	1232	1209	983	883	1140
North Carolina.....	.....	1206	1071	1003	581	555	467	383	735
North Dakota.....	.....	.....	.....	.....	1395	1129	1036	867	1167
Ohio.....	1756	1484	1194	1016	1031	993	952	878	1047
Oklahoma.....	.....	1630	1227	1065	989	985	929	826	991
Oregon.....	.....	.....	1237	1128	1066	1044	972	862	1300*
Pennsylvania.....	1966	1244	1130	1029	992	881	735	655	831
Rhode Island.....	1722	1351	1293	864	1125*	758*	888*	786*	1133*
South Carolina.....	.....	1167	1155	911	925	673	676	396	770
South Dakota.....	.....	1413	1245	1268	1184	1175*	1129	928	1204
Tennessee.....	.....	1096	.....	692	858	481	420	365	970
Texas.....	1520	1215	965	924	934	792	724	671	766
Utah.....	1392	.....	.....	1118	1182	854	875	844	1231
Vermont.....	.....	.....	1013	866	865	750	743	674	863
Virginia.....	1190	1062	989	832	747	545	448	385	755
Washington.....	1780	1544	1430	1288	1241	1280	1136	1104	1260
West Virginia.....	.....	1415	1125	1021	1108	764	723	574	979
Wisconsin.....	2293	1371	1273	1167	1092	1085	1008	857	1087
Wyoming.....	.....	.....	1396	1484	1120	1100*	1035*	755	1375*



THE FINANCIAL embarrassments of our educational system are due to two facts: First, that with the gradual democratization of society the principle of partial support through fees has given way to the method of gratuitous service or free education supported by taxation.

Secondly, and more important, have been the economic changes in the last few decades which have rendered reliance on the old general property tax unsatisfactory. The wealth of the country has indeed increased, but the attempt to measure wealth by the general property tax has broken down.

Thus at one end the needs of our educational institutions have gradually increased, and at the other end the basis of support has relatively diminished.

There are three reasons for the failure of the property tax: First, the impossibility of reaching intangible property or property in securities and mortgages which have greatly multiplied in recent times. An attempt has been made to remedy this defect through the development of the corporation tax. But in most States schools are still supported from the general property tax.

Secondly, even as regards tangible property, property is continually becoming a less satisfactory evidence of ability to pay, either because of the disparity between the property and its yield or because property is no evidence of prosperity. An example of the first is the difference from year to year, under modern speculative conditions, between the value of sheep or cattle and the profits of flock-tending or cattle-raising.

An example of the second is the folly of attempting to measure the prosperity of two modern merchants by comparing their property rather than the profits which are due largely to a period of turnover and other factors. The third reason why property is unsatisfactory as a test of tax-paying ability is because of the existence in modern times of huge professional incomes all of which may be spent and which would therefore be free under a property tax.

In all the more advanced states of this country, as well as throughout Europe, property has therefore been supplanted by earnings, profits, or income, as the test of taxable ability. This means practically the development on the one hand of the personal income tax, and, on the other hand, of the business tax, to include not only corporations but other businesses. In this way only can we tap the increasing wealth of the community and make wealth bear its proper share of the obligation to support the schools.

Hand in hand with this, however, must go a redistribution either of educational functions or educational revenues. New State-wide income or business taxes must be apportioned to the localities, not simply according to population or wealth, but according to educational needs.

With this reform at both ends of the process, the schools will be able to get their proper share of the increasing wealth of modern society.—

*Excerpts from an address by E. R. A. Seligman, Columbia University.*

Read Table 10 as follows, beginning in the upper left corner: Forty-nine cities with a population of over 100,000 reported that 742, or 1.1 per cent, of their teachers would receive in the school year 1921-22 salaries of less than \$1000, 795, or 1.2 per cent, would receive salaries between \$1000 and \$1099, etc. A total of 69,382 teachers were reported by these forty-nine cities, the median salary to be received for 1921-22 being \$1848—that is, fifty per cent of these 69,382 teachers will receive salaries equal to or above \$1848, and 50 per cent will receive salaries equal to or below \$1848.

This table is based upon replies received to questionnaires representing 1444 or fifty-two per cent of the 2787 cities of the country of 2500 population or over. It, therefore, gives a representative statement of the salary situation among elementary city school teachers for the present school year. The table was prepared by the U. S. Bureau of Education.

TABLE 10.—DISTRIBUTION OF SALARIES OF ELEMENTARY TEACHERS IN 1,444 CITIES, 1921-1922

	Cities having a population of 100,000 and over (49 reporting)		Cities having a population of 25,000 to 100,000 (141 reporting)		Cities having a population of 10,000 to 25,000 (286 reporting)		Cities having a population of 2,500 to 10,000 (968 reporting)		Total number of cities reporting, 1444	
	Number of teachers	Per cent	Number of teachers	Per cent	Number of teachers	Per cent	Number of teachers	Per cent	Number of teachers	Per cent
1	2	3	4	5	6	7	8	9	10	11
Less than \$1000.....	742	1.1	1,512	7.3	2,381	14.8	7,077	33.5	11,712	9.2
1000-1099.....	795	1.2	1,664	8.1	2,499	15.5	3,594	17.0	8,552	6.7
1100-1199.....	990	1.4	1,789	8.1	2,175	13.5	3,166	15.0	8,120	6.4
1200-1299.....	3,515	5.1	2,799	13.6	2,419	15.2	2,844	13.5	11,577	9.1
1300-1399.....	3,140	4.5	3,271	15.9	2,305	14.3	1,941	9.2	10,657	8.4
1400-1499.....	5,114	7.5	2,323	11.5	1,742	10.8	1,237	5.9	10,416	8.2
1500-1599.....	6,194	8.8	2,634	12.8	1,140	7.1	629	2.9	10,597	8.4
1600-1699.....	6,063	8.7	1,816	8.8	646	4.0	299	1.4	8,824	6.9
1700-1799.....	5,818	8.3	1,204	5.9	255	1.6	176	.8	7,453	5.8
1800-1899.....	4,828	7.1	893	4.3	299	1.4	73	.4	2,023	4.7
1900-1999.....	5,697	8.2	337	1.6	131	.9	52	.3	6,217	4.9
2000-2099.....	8,987	12.9	242	1.2	88	.5	18	.1	9,335	7.3
2100-2199.....	2,104	3.0	102	.5	46	.2	.....	.....	2,252	1.8
2200-2299.....	1,430	2.1	41	.2	14	.1	.....	.....	1,485	1.2
2300-2399.....	1,098	1.6	17	.1	22	.1	.....	.....	1,137	.9
2400 or over.....	12,867	18.5	27	.1	9	.....	.....	.....	12,903	10.1
Total.....	69,382	100.0	20,671	100.0	16,101	100.0	21,106	100.0	127,260	100.0
Median salary.....	\$1848		\$1379		\$1241		\$1097		\$1524	
Median salary not including New York City.....	\$1676		.....		.....		.....		\$1433	

### THINK IT OVER

"Modern society is abundantly able to afford adequate education. It should be willing to pay the price."

Thus succinctly, relieved of the sentimentality which so frequently is invoked in considering the plight of the American pedagogue, the National Education Association sets forth the basic principle in the fight of our instructors of youth for higher salaries.

We are prone to forget the tremendous responsibility of the teacher, second only to that of the mother. But the really thoughtful teacher does not forget it, though generally he is too busy to formulate phrases for the feeling. The association speaks for him in this regard and further, as follows:

"At the heart of the whole scheme of education stands the teacher. If he is wise and strong and influential, sound educational practice will exercise a controlling influence upon the youth of the nation and the foundations in good citizenship will be sure. Great buildings and large classes are futile except as they are vitalized by well-trained, conscientious, and capable teachers. To obtain such teachers it is necessary to have candidates who are strong and fit—the best is none too good for the nation's children. It is necessary that these candidates be trained to deal with the difficult problems of education. Such training is costly and strong men and women must have some inducement to spend the years and money that it requires.

"What inducement shall be offered the prospective teacher—the teacher who is to prepare today's children for citizenship in the greater nation of tomorrow? There are two great inducements—the privilege of service and reasonable opportunity to enjoy the things that go with economic independence. The privilege of service is a great appeal. It is a dominating influence in the lives of the best teachers. However, in the organization of modern society there are attractive opportunities for service in business and many other fields outside of teaching. Society cannot and should not rely entirely upon the appeal of service to maintain its system of education. Modern society is abundantly able to afford adequate education. It should be willing to pay the price.

"What, then, should be done with teachers' salaries? Again let us recall the facts. Before the war, teaching had become notorious as a makeshift occupation. The war drew attention to the appalling situation and after a vigorous campaign by the National Education Association and other agencies salaries were advanced somewhat. In only a few cases were they advanced to levels which would insure a permanent supply of mature, well-trained teachers. The great majority of American communities must face squarely and frankly the problem of still further increasing the salaries of their educational workers. This will require recognition of the primary importance of education. It may require a new emphasis on values. It will require careful study and reorganization of methods of revenue-raising. It will require State aid and Federal aid, but it must be done. Democracy in its great hour of trial cannot afford to undermine the source of its strength and security—the school. It cannot afford not to pay salaries that will insure to every child in the nation a competent and well-trained teacher."—*From Washington Herald*, Washington, D. C., January 9, 1922.

Table 11 gives an indication of the salary condition in our strictly rural schools during the present school year, 1921-22. This table was derived from replies to salary questionnaires sent out by the Rural School Division of the U. S. Bureau of Education to all counties, towns, and district superintendents. All teachers in systems which employ local superintendents devoting more than half time to supervision are included. The data given, therefore, are for the strictly rural schools.

Three thousand, four hundred and fifteen teachers were reported as receiving annual salaries less than \$300; 1697 were reported as receiving less than \$500. These figures represent 12 per cent of all rural elementary teachers and principals for whom reports were made. A total of 143,573 rural teachers and principals were reported. Replies were received from 42.6 per cent of all rural districts addressed. It is estimated that a total of 39,430 rural teachers during the school year 1921-22, are receiving an annual salary of less than \$500. This estimate is based upon the assumption that the situation in the 57 per cent of the counties that did not reply is the same as in the 43 per cent that did reply. It is not known whether the situation in the 43 per cent of the counties replying is typical. This assumption was made in making the estimate, however.

Similar data are given for each of the States of the Union, making it possible to study in more detail the salary situation among the rural teachers as reported in the particular States or section.

**TABLE 11. ELEMENTARY TEACHERS IN RURAL COMMUNITIES RECEIVING ANNUAL SALARY OF LESS THAN \$500, 1921-22**

States	Number paid less than \$300	Number paid less than \$500	Per cent of those reported receiving less than \$500	Total number of teachers and principals reported	Per cent of counties reporting	Estimated number in rural schools receiving less than \$500
1	2	3	4	5	6	7
United States.....	3,415	16,797	12	143,573	42.6	39,430
Alabama.....	236	1,538	55	2,798	36	4,272
Arizona.....				349	43	
Arkansas.....	420	1,701	51	3,335	48	3,544
California.....				3,952	57	
Colorado.....		18	.8	2,351	62	29
Connecticut.....				286	100	
Delaware.....	30	70	10	680	33	210
Florida.....	148	364	28	1,270	35	1,040
Georgia.....	721	1,529	57	2,653	30	5,100
Idaho.....	21	21	2	1,283	30	70
Illinois.....	2	278	4	7,862	43	646
Indiana.....				5,975	57	
Iowa.....		33	.6	5,405	42	80
Kansas.....		98	1	6,357	55	178
Kentucky.....	6	2,235	59	3,751	43	5,198
Louisiana.....	10	93	4	2,033	36	260
Maine.....		40	10	397	87	46
Maryland.....		13	1	1,220	33	39
Massachusetts.....		80	12	655	85	93
Michigan.....		77	2	4,337	45	180
Minnesota.....	1	47	1	4,607	50	94
Mississippi.....	380	1,162	64	1,804	28	4,150
Missouri.....	52	752	29	2,564	23	3,269
Montana.....	3	23	2	1,110	33	69
Nebraska.....	2	27	.6	4,411	50	54
Nevada.....				256	11	
New Hampshire.....				209	50	
New Jersey.....				3,890	71	
New Mexico.....		3	.3	831	48	6
New York.....				7,180	90	
North Carolina.....	225	619	32	1,907	15	4,126
North Dakota.....				3,845	50	
Ohio.....		108	1	9,051	59	183
Oklahoma.....	4	149	2	5,141	59	252
Oregon.....		1	.06	1,521	45	2
Pennsylvania.....		60	1	4,925	31	193
Rhode Island.....				52	60	
South Carolina.....	75	146	13	1,108	15	973
South Dakota.....				3,462	51	
Tennessee.....	522	2,876	58	4,876	42	6,847
Texas.....	59	194	4	3,887	27	718
Utah.....	5	9	1	810	31	29
Vermont.....		14	1	987	85	16
Virginia.....	493	2,009	43	4,573	30	6,696
Washington.....		2	.06	3,149	59	3
West Virginia.....		406	15	2,706	41	90
Wisconsin.....		2	.02	7,559	66	3
Wyoming.....				563	36	

TABLE 12. MINIMUM AND MAXIMUM SALARIES OF ELEMENTARY TEACHERS  
59 CITIES, WITH A POPULATION OF OVER 100,000, 1921-1922

States and other units	Mini- mum	Maxi- mum	Years to reach max.	States and other units	Mini- mum	Maxi- mum	Years to reach max.
United States (Median)	\$1200	\$2000	8	United States (Median)	\$1200	\$2000	8
1	2	3	4	1	2	3	4
<i>Alabama</i>				<i>Nebraska</i>			
Birmingham	\$1000	\$1800	8	Omaha	1200	2100	9
<i>California</i>				<i>New Jersey</i>			
Los Angeles	1400	2000	.....	Jersey City	1400	2600	13
Oakland	1500	2040	10	Paterson	1200	2700	11
San Francisco	1400	2000	8	Trenton	1100	1800	7
<i>Colorado</i>				Newark	1500	2500	11
Denver	1200	2140	.....	<i>New York</i>			
<i>Connecticut</i>				Albany	1100	1700	8
Bridgeport	1000	1900	10	Buffalo	1200	2000	8
New Haven	950	1950	10	New York	1500	3250	9
<i>District of Columbia</i>				Rochester	1200	2000	8
Washington	1200	1600	10	Syracuse	1150	1750	8
<i>Georgia</i>				Yonkers	1500	2700	8
Atlanta				<i>Ohio</i>			
White	1056	1536	3	Akron	1200	2000	8
Colored	690	900	1	Cleveland	1200	2880	.....
<i>Illinois</i>				Cincinnati	1200	2200	.....
Chicago	1200	3000	9	Columbus	1000	1800	10
<i>Indiana</i>				Dayton	1000	1600	7
Indianapolis	1200	2000	9	Toledo	1200	2000	8
<i>Kansas</i>				Youngstown	1250	1750	15
Kansas City	1200	1788	8	<i>Pennsylvania</i>			
<i>Kentucky</i>				Philadelphia	1200	2000	8
Louisville	1200	1550	.....	Pittsburgh	1200	2000	8
<i>Louisiana</i>				Reading	1000	1800	8
New Orleans	1000	1750	.....	Scranton	1000	2000	8
<i>Maryland</i>				<i>Rhode Island</i>			
Baltimore	1300	1600	4	Providence	1000	1950	6
<i>Massachusetts</i>				<i>Tennessee</i>			
Boston	1200	2000	.....	Nashville	800	1500	5
Cambridge	1008	1716	6	<i>Texas</i>			
Fall River	1220	1500	5	Fort Worth	900	1500	6
Lowell	1200	1700	7	Houston	1000	1700	8
New Bedford	1350	1700	7	<i>Utah</i>			
Worcester	1000	1600	6	Salt Lake	900	1750	.....
Springfield	1300	1900	8	<i>Virginia</i>			
<i>Michigan</i>				Richmond			
Detroit	1500	2000	5	White	1000	1544	10
Grand Rapids	1200	2000	9	Colored	550	1098	10
<i>Minnesota</i>				<i>Washington</i>			
Minneapolis	1200	2000	8	Seattle	1500	2100	.....
St. Paul	1200	1650	12	Spokane	1200	2150	.....
<i>Missouri</i>				<i>Wisconsin</i>			
Kansas City	1200	2200	13	Milwaukee	1200	2400	12
St. Louis	1200	1800	7				

Read Table 12 as follows, beginning in the upper left corner: The median minimum or beginning salary for elementary teachers in 59 cities with a population of over 100,000 is \$1200; the median maximum salary is \$2000. Eight is the median number of years required to advance to the maximum. Birmingham's minimum of \$1000 is \$200 below the median minimum for similarly sized cities of the United States, and its maximum is \$200 below the median maximum. Eight years are required to advance from the minimum to the maximum.

Of the 68 cities of the country with a population of over 100,000, 59 are represented. The table was prepared from questionnaires circulated by the U. S. Bureau of Education and by the Salary Committee of the National Education Association.

## Purchasing Power of Dollar, 1893—100

Year	Index	Year	Index
1893	100	1908	118
1894	96	1909	125
1895	94	1910	131
1896	92	1911	130
1897	92	1912	138
1898	94	1913	141
1899	96	1914	144
1900	97	1915	142
1901	101	1916	161
1902	106	1917	206
1903	106	1918	237
1904	107	1919	259
1905	107	1920	286
1906	111	1921	215
1907	115	1922	199

Table shows that in 1893 \$100 was necessary to buy a certain quantity of food, in 1894, \$96 was necessary to buy the same amount, etc. Food costs when taken over a long period of time are accepted as a good indication of the purchasing power of the dollar.

These figures were issued by the U. S. Department of Labor, in *Monthly Labor Review*, June, 1920, page 19. Figures for 1921 and 1922 were especially calculated for the National Education Association by the U. S. Bureau of Labor Statistics. The number for 1922 is an average of the months of January, February, and March, 1922.

BUT THERE is another consideration affecting the changing value of the teacher's pay besides its absolute purchasing power, and that is its power to put the teacher on an equal social footing with other people. Salary standards and the standard of living which they determine, as well as the cost of living, must be considered. It was no great hardship to own only one silk dress in a lifetime when other people did the same. If wearing patched clothing was the custom, a wage that made patching necessary was no cause for complaint. When oranges appeared only on tables of the wealthy one could make no case for an increase in the teacher's salary on the ground that she could not afford to purchase them. But if people generally wear silk dresses, despise patching, and eat oranges, the teacher should be able to do so as well. The standard of living of the community is fully as important as the actual cost of living in determining the adequacy of any wage. The standard of living is determined by the salaries other people receive. Although there were important changes in the cost of necessities in the past eighty years, there were even more important fluctuations in the general levels of wages.—W. Randolph Burgess, *Trends of School Costs*, Russell Sage Foundation.

IN A complex community of modern times, the general property tax proves hopelessly impracticable. It leads to glaring inconsistencies and inequities, and fails completely of attaining its professed object. Property and income no longer run side by side. All sorts of income develop which do not rest on the ownership of property. . . . Not all property supposed to be reached can, in fact, be reached. . . . To tax a man on his property without making allowance for his indebtedness is manifestly not in accord with the general intent of a property tax. . . . The final cause which has led to the breakdown of the property tax has been the development of corporations, and so of the ownership of wealth under corporate form. Stocks, bonds, and corporate securities of all sorts are the form in which riches are likely to be held. All these are property, and taxable as such. F. W. Taussig, *Harvard University*, in *Principles of Economics*, Vol. II, pp. 528, 532.

Read Table 13 as follows, beginning in the upper left corner: The median minimum or beginning salary for elementary teachers in cities from 25,000 to 100,000 in population is \$1000; the median maximum salary is \$1600. Eight is the median number of years required to advance from the minimum to the maximum salary. Phoenix with a minimum of \$1125 is \$125 above the median for similar-sized cities of the United States, and with a maximum of \$1909 is \$309 above the maximum for similar-sized cities, and requires 5 years to advance from the minimum to the maximum.

The figures were obtained from questionnaires of the U. S. Bureau of Education. All cities of this size for which replies were received are included.

**TABLE 13.—MINIMUM AND MAXIMUM SALARIES OF ELEMENTARY TEACHERS.  
136 CITIES POPULATION 25,000 TO 100,000, 1921-1922**

States and other Units	Minimum	Maximum	Years to reach	States and other Units	Minimum	Maximum	Years to reach
United States(Median)	\$1000	\$1600	8	United States(Median)	\$1000	\$1600	8
1	2	3	4	1	2	3	4
<i>Arizona</i>				<i>Iowa</i>			
Phoenix.....	\$1125	\$1909	5	Davenport.....	\$1050	\$1500	.....
<i>Arkansas</i>				Dubuque.....	1200	1600	.....
Fort Smith.....	900	1260	8	Waterloo.....	1000	1400	.....
<i>California</i>				<i>Kansas</i>			
Alameda.....	1700	2000	12	Topeka.....	1250	1750	8
Fresno.....	1380	1800	7	Wichita.....	1200	1800	12
Long Beach.....	1300	1900	13	<i>Kentucky</i>			
Pasadena.....	1400	2000	.....	Covington.....	900	1200	.....
San Diego.....	1300	1836	7	Lexington.....	850	1200	5
San Jose.....	1500	2000	10	Newport.....	750	1162	7
Stockton.....	1620	.....	7	<i>Maine</i>			
<i>Colorado</i>				Bangor.....	900	1200	5
Pueblo.....	1000	1700	.....	Lewiston.....	850	1200	.....
Colorado Springs.....	1200	.....	7	Portland.....	900	1550	.....
<i>Connecticut</i>				<i>Maryland</i>			
New Britain.....	950	1850	10	Hagerstown.....	600	1400	8
Waterbury.....	1000	2000	.....	<i>Massachusetts</i>			
New London.....	1000	1400	.....	Lawrence.....	1150	1600	7
Norwalk.....	850	1400	.....	Lynn.....	900	1300	5
Stamford.....	900	1900	12	Malden.....	.....	1500	2
<i>Florida</i>				Haverhill.....	1000	1400	4
Jacksonville.....	810	1350	7	Pittsfield.....	1000	1500	10
Pensacola.....	640	800	.....	Salem.....	1000	1300	3
<i>Georgia</i>				Somerville.....	1000	1500	5
Savannah.....	653	1143	9	<i>Michigan</i>			
<i>Illinois</i>				Battle Creek.....	1200	1700	.....
Aurora.....	950	1725	7	Hamtramck.....	1200	.....	.....
E. St. Louis.....	1000	1750	11	Kalamazoo.....	1200	1725	10
Elgin.....	1000	1500	.....	Lansing.....	1100	1550	8
Evansville.....	750	1600	5	Flint.....	1050	1400	7
Joliet.....	1000	1675	.....	<i>Missouri</i>			
Moline.....	800	1300	9	St. Joseph.....	900	1570	12
Quincy.....	1000	1450	9	Springfield.....	840	1260	7
Rockford.....	1000	1525	9	<i>Nebraska</i>			
Rock Island.....	900	1300	7	Lincoln.....	1000	2200	.....
<i>Indiana</i>				<i>New Hampshire</i>			
E. Chicago.....	1000	2000	.....	Manchester.....	900	1300	4
Gary.....	.....	2400	8	Nashua.....	900	1200	3
Fort Wayne.....	1200	1900	7	<i>New Jersey</i>			
Muncie.....	810	.....	.....	Atlantic City.....	1200	2000	.....
Terre Haute.....	1000	1500	11	Bayonne.....	1400	2500	.....

TABLE 13.—Continued

States and other Units	Mini- mum	Maxi- mum	Years to reach Max.	States and other Units	Mini- mum	Maxi- mum	Years to reach Max.
United States(Median)	\$1000	\$1600	8	United States(Median)	\$1000	\$1600	8
1	2	3	4	1	2	3	4
<i>New Jersey—Cont'd</i>				<i>Pennsylvania—Cont'd</i>			
E. Orange	\$1300	\$2100	8	Chester	\$1000	\$1800	.....
Elizabeth	1200			Easton	850	1800	8
Hoboken	1200	2460	7	Erie	1000	1800	8
Montclair	1300	2100		Harrisburg	1100	2500	8 to 12
New Brunswick	1100	1800		Hazleton	1000	1800	8
Passaic	1200	2000	7	Johnstown	900	1500	.....
Perth Amboy	1200	1700	12	Lancaster	1000	1800	9
Plainfield	1200	2200	10	New Castle	1000	1800	8
W. New York	1200	2300	11	Norristown	1000	2000	8
W. Hoboken	1200	2500		Wilkes-Barre	1000	1800	8
<i>New York</i>				Williamsport	675	1000	8
Mt. Vernon	1300	2700	9	York	1000	1800	8
Amsterdam	1100	1700	8	<i>Rhode Island</i>			
Auburn	1000	1400	8	Cranston	900	1300	4
Binghamton	1100	1500		Newport	1380	1500	3
Elmira	1100	1600	10	Pawtucket	900	1300	5
Newburgh	1070	1470	8	Woonsocket	900	1500	6
New Rochelle	1200	2100	8	<i>South Carolina</i>			
Niagara Falls	1100	1900	8	Charleston	900	1340	8
Rome	1100	1700	8	<i>Tennessee</i>			
Schenectady	1100	1700	8	Knoxville	900	1440	.....
Utica	1100	1750	8	<i>South Dakota</i>			
Poughkeepsie	1000	1750	8	Sioux Falls	1200	1500	4
<i>North Carolina</i>				<i>Texas</i>			
Asheville	900	1300	8	Austin	810	1200	.....
Winston-Salem	900	1600		El Paso	1000	1700	10
<i>Ohio</i>				Waco	900	1282	4
Canton	1000	1800	8	<i>Virginia</i>			
E. Cleveland	1200	2300	10	Newport News	600	1600	8
Hamilton	700	1500	8	Portsmouth	1000	1525	8
Marion	900	1485	13	<i>Washington</i>			
Newark	800	1580	9	Bellingham	1260	1740	8
Portsmouth	800	1700	12	Everett	1100	1800	7
Steubenville	1100	1600	6	<i>West Virginia</i>			
Warren	900	1750	9	Wheeling	992	1567	4
Zanesville	800	1250	5	<i>Wisconsin</i>			
<i>Oklahoma</i>				Green Bay	1000	1400	10
Oklahoma	1200	1800		Kenosha	1200	1908	.....
Tulsa	1320	2000		La Crosse	1000	1500	10
<i>Pennsylvania</i>				Oshkosh	1000	1375	.....
Allentown	750	1800		Racine	1100	1750	10
Altoona	1000	1800	8	Superior	1000	1600	6
Bethlehem	1000	1800		Sheboygan	1000	1550	10

I AM for good roads. I am for the care of the unfortunate, the insane, the feeble-minded, the deaf, and the blind. I am for law enforcement. I am for everything that makes for a greater and more progressive Texas; but of all these things education is the greatest and the money which is spent on education is the best spent.—*Excerpt from an address made by Governor Neff, of Texas.*



TABLE 14. MINIMUM AND MAXIMUM SALARIES OF ELEMENTARY TEACHERS, 118 CITIES WITH POPULATION UNDER 25,000, 1921-1922

Cities	Minimum	Maximum	Years to reach	Cities	Minimum	Maximum	Years to reach
United States (Median)	\$1000	\$1350	5	United States (Median)	\$1000	\$1350	5
Bessemer, <i>Ala.</i> . . . .	\$900	\$1200	5	Bismarck, <i>N. Dak.</i> . . . .	\$1100	\$1450	5
Dothan. . . . .	720	900	.....	Valley City. . . . .	1100	1700	4
Clifton, <i>Ariz.</i> . . . .	1300	1600	5	Burlington, <i>N. C.</i> . . . .	900	1560	.....
Nogales. . . . .	1320	1680	6	Elizabeth City. . . . .	900	1200	5
Helena, <i>Ark.</i> . . . .	1000	1200	4	Shelby. . . . .	1050	1500	.....
Malvern. . . . .	540	900	5	Depew, <i>N. Y.</i> . . . .	1000	1600	8
Marianna. . . . .	900	900	.....	Rye. . . . .	1000	1800	8
Alhambra, <i>Calif.</i> . . . .	1170	1650	8	Scotia. . . . .	1000	1800	8
Lodi. . . . .	1300	1700	6	Las Cruces, <i>N. Mex.</i> . . . .	1060	1350	3
Mill Valley. . . . .	1320	1800	6	Roswell. . . . .	1200	1350	4
Salinas. . . . .	1350	1920	9	Glen Ridge, <i>N. J.</i> . . . .	1200	2000	.....
Santa Rosa. . . . .	1300	1600	3	Hawthorne. . . . .	1200	2100	9
Monte Vista, <i>Colo.</i> . . . .	1200	1600	5	Nutley. . . . .	1200	1800	.....
Rocky Ford. . . . .	1200	1520	.....	So. Bruer. . . . .	1000	1400	8
Sterling. . . . .	1200	1760	6	Alliance, <i>Neb.</i> . . . .	1000	1500	7
Farmington, <i>Conn.</i> . . . .	1000	1500	.....	Beatrice. . . . .	1080	1380	4
So. Manchester. . . . .	1025	1800	.....	Havelock. . . . .	900	1600	6
Westport. . . . .	900	1450	8	Norfolk. . . . .	1100	1500	15
Dover, <i>Del.</i> . . . .	900	1300	5	Ashland, <i>Ohio.</i> . . . .	900	1600	.....
Orlando, <i>Fla.</i> . . . .	900	1200	.....	Lisbon. . . . .	900	1260	5
Dublin, <i>Ga.</i> . . . .	810	950	5	Oberlin. . . . .	800	1900	5
Moultrie. . . . .	720	945	3	Sidney. . . . .	800	1400	6
Charles City, <i>Iowa.</i> . . . .	800	1395	.....	Wooster. . . . .	1000	1800	6
Sheldon. . . . .	1200	1500	3	Medford, <i>Oreg.</i> . . . .	1200	1680	4
Brazil, <i>Ind.</i> . . . .	800	1700	5	Pendleton. . . . .	1320	1920	5
Huntington. . . . .	1170	1350	3	Clinton, <i>Okla.</i> . . . .	925	1125	.....
Canton, <i>Ill.</i> . . . .	810	900	.....	Frederick. . . . .	1080	1260	5
Morris. . . . .	900	1300	.....	Hugo. . . . .	900	1100	4
Naperville. . . . .	1000	1350	.....	Coraopolis, <i>Penn.</i> . . . .	1000	1500	6
St. Charles. . . . .	1000	1600	.....	Huntington. . . . .	1000	1400	4
Coeur d'Alene, <i>Idaho.</i> . . . .	1200	1600	3	Pottsville. . . . .	1000	1400	4
Twin Falls. . . . .	1200	1660	4	Wilmerding. . . . .	1000	1520	6
Wallace. . . . .	1250	1500	5	Warren, <i>R. I.</i> . . . .	820	1170	5
Caney, <i>Kan.</i> . . . .	900	1200	.....	New Smithfield. . . . .	800	1100	5
Iola. . . . .	660	1200	.....	Abbeville, <i>S. C.</i> . . . .	855	1035	.....
Larned. . . . .	900	1170	10	Darlington. . . . .	1000	1200	3
Dayton, <i>Ky.</i> . . . .	650	1250	5	Big Springs, <i>Texas.</i> . . . .	900	1000	2
Bellevue. . . . .	900	1400	5	Navasota. . . . .	900	1200	.....
Covington, <i>La.</i> . . . .	810	1080	10	Vernon. . . . .	945	1035	.....
Franklin. . . . .	900	1035	4	LaFollette, <i>Tenn.</i> . . . .	670	900	4
Houlton, <i>Maine.</i> . . . .	720	900	.....	Morristown. . . . .	720	945	5
Saco. . . . .	825	1000	.....	Brookings, <i>S. Dak.</i> . . . .	1100	1200	.....
Frostburg, <i>Md.</i> . . . .	950	1272	8	Huron. . . . .	1200	1440	4
Andover, <i>Mass.</i> . . . .	1100	1400	.....	Madison. . . . .	1300	.....	2
Manchester. . . . .	1200	1500	3	Redfield. . . . .	1100	1300	.....
Marblehead. . . . .	1000	1360	5	Tooele, <i>Utah.</i> . . . .	1000	1250	5
Maynard. . . . .	900	1500	.....	Richfield. . . . .	750	1200	8
Petoskey, <i>Mich.</i> . . . .	1000	1300	.....	Spanish Fork. . . . .	750	1500	13
River Rouge. . . . .	1200	2000	8	Bennington, <i>Vt.</i> . . . .	1000	1200	5
Sturgis. . . . .	1200	1300	.....	Hampton, <i>Va.</i> . . . .	750	1000	5
Albert Lea, <i>Minn.</i> . . . .	1100	1500	5	Harrisonburg. . . . .	810	1300	5
Fairmont. . . . .	1125	1305	5	Ellensburg, <i>Wash.</i> . . . .	1150	1400	5
Fergus Falls. . . . .	1035	1260	5	Elkins, <i>W. Va.</i> . . . .	765	1350	3
Brookhaven, <i>Miss.</i> . . . .	1050	1500	.....	Richwood. . . . .	720	1269	3
Clarksdale. . . . .	1312	1417	5	Antigo, <i>Wis.</i> . . . .	1000	1300	5
Marshall, <i>Mo.</i> . . . .	1000	1260	6	Burlington. . . . .	1030	1600	6
Carrollton. . . . .	540	900	.....	Marshfield. . . . .	1000	2100	16
Bozeman, <i>Mont.</i> . . . .	1200	1620	8	Stoughton. . . . .	1000	1200	.....
Kalispell. . . . .	1200	1680	5	Sheridan, <i>Wyo.</i> . . . .	1320	1720	8

Read Table 14 as follows, beginning in the upper left corner: The median minimum or beginning salary for elementary teachers for 118 cities under 25,000 in population is \$1000; the median maximum salary is \$1350. Five years are required to advance from the minimum to the maximum. Bessemer with a minimum of \$900 is \$100 below the minimum for similar-sized cities given in this table and with a maximum of \$1200 is \$150 below the maximum.

The figures were obtained from questionnaires of the U. S. Bureau of Education. Questionnaires were available from 1254 cities below 25,000 in population. From these the blanks giving the most complete information were selected. From this last group the blanks of these 118 cities were selected. They represent the cities maintaining the highest salary schedules.

**TABLE 15. DISTRIBUTION OF SALARIES OF JUNIOR HIGH-SCHOOL TEACHERS  
IN 707 CITIES, 1921-1922**

	Cities having a population of 100,000 and over (19 reporting)		Cities having a population of 25,000 to 100,000 (79 reporting)		Cities having a population of 10,000 to 25,000 (152 reporting)		Cities having a population of 2,500 to 10,000 (457 reporting)		Total num- ber cities reporting, 707	
	Teach- ers	Per cent	Teach- ers	Per cent	Teach- ers	Per cent	Teach- ers	Per cent	Teach- ers	Per cent
1	2	3	4	5	6	7	8	9	10	11
Less than \$1000.....			23	0.8	75	3.2	234	7.8	332	3.0
1000-1099.....			44	1.5	147	6.3	299	9.9	490	4.3
1100-1199.....	37	1.2	70	2.4	196	8.5	471	15.2	774	6.9
1200-1299.....	37	1.2	137	4.7	292	12.6	556	18.4	1022	9.4
1300-1399.....	64	2.1	271	9.2	324	14.0	488	16.2	1147	10.1
1400-1499.....	84	2.8	359	12.2	255	10.9	372	12.4	1070	9.4
1500-1599.....	114	3.8	596	20.2	262	11.2	257	8.6	1229	10.9
1600-1699.....	228	7.6	415	14.1	246	10.6	135	4.5	1024	9.0
1700-1799.....	256	8.5	329	11.2	138	5.9	84	2.8	807	7.1
1800-1899.....	259	8.6	337	11.3	114	4.9	52	1.7	762	6.7
1900-1999.....	242	8.0	117	4.0	101	4.4	29	1.0	489	4.3
2000-2099.....	362	12.1	89	3.0	71	3.1	27	0.9	549	4.9
2100-2199.....	278	9.2	54	1.9	21	0.9	6	0.2	359	3.1
2200-2299.....	241	8.0	33	1.1	24	1.0	5	0.2	303	2.6
2300-2399.....	234	7.8	20	0.7	11	0.5	3	0.1	268	2.3
2400 or over.....	577	19.1	50	1.7	46	2.0	4	0.1	677	6.0
Total.....	3013	100.0	2944	100.0	2323	100.0	3022	100.0	11302	100.0
Median Salary..	\$2050		\$1595		\$1450		\$1290		\$1565	

Read Table 15 as follows, beginning in the upper left-hand corner: Nineteen cities with a population of over 100,000 reported that 37, or 1.2 per cent, of their junior high-school teachers would receive in the school year 1921-22 annual salaries between \$1100 and \$1199; 37, or 1.2 per cent, would receive annual salaries between \$1200 and \$1299, etc. A total of 3013 teachers was reported by these nineteen cities, the median salary to be received for 1921-22 being \$2050, that is, 50 per cent of these 3013 teachers will receive salaries equal to or above \$2050 and 50 per cent will receive salaries equal to or below \$2050. Similar data are given in columns 4 to 9 for cities of smaller populations.

This table is based upon replies received to questionnaires of the U. S. Bureau of Education from 707 cities of the country of 2500 population or over. As junior high schools are of rather recent origin, this is probably a good representation. The term junior high school being rather indefinite, it is probable that some of the figures included are for intermediate seventh and eighth grades, rather than for genuine junior high schools.

TABLE 16. MINIMUM AND MAXIMUM SALARIES OF JUNIOR HIGH-SCHOOL TEACHERS OF 27 CITIES, WITH POPULATION OVER 100,000, 1921-1922

States and other units	Minimum	Maximum	Years to reach maximum
United States (Median)	\$1450	\$2400	10
<i>California</i>			
Los Angeles.....	\$1800	\$2600	.....
Oakland.....	1620	2160	10
<i>Colorado</i>			
Denver.....	1200	2310	.....
<i>Connecticut</i>			
Bridgeport.....		1900	10
<i>District of Columbia</i>			
Washington.....	1200	2240	10
<i>Kansas</i>			
Kansas City.....	1608	1968	6
<i>Maryland</i>			
Baltimore.....	1450	1900	4
<i>Massachusetts</i>			
Lowell.....	1450	1950	5
Springfield.....	1900	2200	.....
<i>Michigan</i>			
Detroit.....	1700	2600	5
Grand Rapids.....	1500	2500	9
<i>Minnesota</i>			
Minneapolis.....	1200	2500	13
<i>Missouri</i>			
Kansas City.....	1200	2200	13
St. Louis.....	1600	3200	16
<i>New Jersey</i>			
Trenton.....	1400	2400	.....
Newark.....	1800	2900	12
<i>New York</i>			
Rochester.....	1600	2800	8
Syracuse:			
Women.....	1250	1950	.....
Men.....	1600	2650	.....
<i>Ohio</i>			
Cleveland.....	1350	2700	.....
Columbus.....	1250	2500	10
Toledo.....	1500	2500	10
Youngstown.....	1250	3000	15
<i>Pennsylvania</i>			
Philadelphia.....	1800	2800	8
Pittsburgh.....	1800	2800	8
Scranton.....	1400	2600	8
<i>Texas</i>			
Houston.....	1300	.....	.....
<i>Utah</i>			
Salt Lake City.....	1000	1750	.....
<i>Virginia</i>			
Richmond.....	1000	1903	10

Read Table 16 as follows, beginning in the upper left corner: The median minimum, or beginning salary, of junior high-school teachers for 27 cities over 100,000 in population is \$1450; the median maximum salary is \$2400. Ten is the median number of years required to advance from the minimum to the maximum. Los Angeles, with a minimum of \$1800, is \$350 above the median for similar-sized cities in the United States and with a maximum of \$2600 is \$200 above the median maximum.

The figures were obtained from questionnaires of the U. S. Bureau of Education. All cities of this size for which data are available are included.

TABLE 17. MINIMUM AND MAXIMUM SALARIES OF JUNIOR HIGH SCHOOL TEACHERS, 70 CITIES WITH POPULATION FROM 25,000 TO 100,000, 1921-22

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States (Median)	\$1200	\$1835	8	United States (Median)	\$1200	\$1835	8
<i>Arkansas</i>				<i>New Jersey</i>			
Fort Smith.....	\$1000	\$2000	8	Atlantic City.....	\$1400	\$2000	.....
<i>California</i>				Elizabeth.....	1300	.....	.....
Fresno.....	1500	1920	7	Hoboken.....	1600	2860	7
Long Beach.....	1600	2200	11	Montclair.....	1475	2550	.....
Pasadena.....	1800	2600	8	New Brunswick.....	.....	2500	.....
<i>Colorado</i>				Passaic.....	1300	2150	7
Pueblo.....	1200	1700	.....	W. New York.....	1200	2500	13
Colorado Springs.....	1200	.....	7	<i>New York</i>			
<i>Connecticut</i>				Amsterdam.....	1400	2500	8
New Britain.....	1150	.....	10	Auburn.....	1050	1450	8
Waterbury.....	1000	.....	.....	Birmingham.....	1300	1700	.....
Norwalk.....	900	1500	10	<i>North Carolina</i>			
<i>Georgia</i>				Asheville.....	1200	1500	6
Savannah.....	660	1870	15	<i>Ohio</i>			
<i>Illinois</i>				Canton.....	1200	2250	10
East Aurora.....	1400	1800	5	E. Cleveland.....	1400	2600	10
Joliet.....	1000	1675	.....	Hamilton.....	.....	1500	.....
Quincy.....	1200	1500	6	Marion.....	900	1485	.....
Rockford.....	1000	1525	9	Warren.....	1200	2050	9
<i>Indiana</i>				<i>Oklahoma</i>			
Gary.....	.....	3250	9	Oklahoma.....	1200	1800	.....
E. Chicago.....	1400	2300	.....	Tulsa.....	1320	2000	.....
Muncie.....	1395	.....	.....	<i>Pennsylvania</i>			
Terre Haute.....	1000	1500	11	Allentown.....	1000	2400	.....
<i>Kansas</i>				Bethlehem.....	1000	1800	.....
Topeka.....	1250	1600	8	Easton.....	1400	2200	8
Wichita.....	1320	1896	12	Erie.....	1400	2200	8
<i>Kentucky</i>				Harrisburg.....	1400	2500	12
Covington.....	900	1200	.....	Hazleton.....	1000	2200	8
Lexington.....	1200	1200	.....	Johnstown.....	1050	2200	.....
Newport.....	900	1450	5	Norristown.....	1400	2400	8
<i>Maine</i>				York.....	1400	2200	8
Lewiston.....	900	1400	.....	<i>South Dakota</i>			
<i>Massachusetts</i>				Sioux Falls.....	1200	1500	4
Lynn.....	1100	1500	.....	<i>Texas</i>			
Haverhill.....	1000	2000	.....	El Paso.....	1080	1800	.....
Pittsfield.....	1000	1600	10	Waco.....	1100	1700	10
Somerville.....	1000	1500	5	<i>Utah</i>			
<i>Michigan</i>				Ogden.....	1200	1750	3
Battle Creek.....	1200	1700	.....	<i>Wisconsin</i>			
Hamtramck.....	1200	.....	.....	Green Bay.....	1200	1800	10
Kalamazoo.....	1200	1950	.....	Kenosha.....	1320	2028	.....
Lansing.....	1350	2500	.....	La Crosse.....	1000	1500	10
Flint.....	1050	1700	.....	Racine.....	1100	2100	10
<i>Nebraska</i>				Superior.....	1200	1800	6
Lincoln.....	1000	2200	.....	Sheboygan.....	1250	2300	10
<i>New Hampshire</i>							
Nashua.....	1000	1300	3				

Read Table 17 as follows, beginning in the upper left corner: The median minimum or beginning salary of junior high-school teachers for 70 cities between 25,000 and 100,000 in population is \$1200; the median maximum salary is \$1835. Eight is the median number of years required to advance from the minimum to the maximum. Fort Smith with a minimum of \$1000 is \$200 below the minimum for similar-sized cities in the United States, and with a maximum of \$2000 is \$165 above the maximum of similar-sized cities.

The figures were obtained from questionnaires of the U. S. Bureau of Education. All cities of this size for which data are available are included.

**TABLE 18. MINIMUM AND MAXIMUM SALARIES OF JUNIOR HIGH SCHOOL TEACHERS, 81 CITIES WITH POPULATION UNDER 25,000, 1921-1922**

Cities	Minimum	Maximum	Years to reach	Cities	Minimum	Maximum	Years to reach
United States(Median)	\$1100	\$1600	5	United States(Median)	\$1100	\$1600	5
Clifton, <i>Ariz.</i> .....	\$1400	\$1700	5	Bozeman, <i>Mont.</i> .....	\$1200	\$1620	8
Helena, <i>Ark.</i> .....	1000	1500	4	Kalispell.....	1392	1680	3
Malvern.....	900	1000	5	Bismarck, <i>N. Dak.</i> ....	1100	1450	5
Marianna.....	1000	1000	.....	Valley City.....	1100	1800	4
Santa Rosa, <i>Calif.</i> ....	1300	1600	3	Depew, <i>N. Y.</i> .....	1100	1900	8
Monte Vista, <i>Colo.</i> ....	1200	1800	5	Rye.....	1400	2200	8
Rocky Ford.....	1500	1750	.....	Scotia.....	1000	1800	8
Sterling.....	1200	1760	.....	Las Cruces, <i>N. Mex.</i> ..	1400	1600	4
Farmington, <i>Conn.</i> ....	1200	1650	.....	Glen Ridge, <i>N. J.</i> ....	1500	2600	.....
So. Manchester.....	1350	1900	.....	Nutley.....	1400	2000	.....
Westport.....	1000	1600	8	So. Bruer.....	1000	1500	10
Dover, <i>Dela.</i> .....	1100	1800	5	Alliance, <i>Neb.</i> .....	1000	1500	7
Moultrie, <i>Ga.</i> .....	800	945	3	Havelock.....	900	1600	6
Charles City, <i>Iowa.</i> ....	1296	1998	2	Norfolk.....	1100	1600	15
Sheldon.....	.....	1500	3	Ashland, <i>Ohio</i> .....	1100	1800	.....
Brazil, <i>Ind.</i> .....	800	2200	7	Lisbon.....	900	1260	5
Huntington.....	1260	1350	3	Sidney.....	1000	1600	6
Canton, <i>Ill.</i> .....	968	1068	.....	Medford, <i>Oreg.</i> .....	1260	1720	4
Morris.....	1100	1600	5	Frederick, <i>Okla.</i> ....	1080	1260	5
Naperville.....	1400	1663	.....	Hugo.....	1100	1200	4
St. Charles.....	1400	1600	.....	Coraopolis, <i>Penn.</i> ....	1100	1600	6
Coeur d'Alene, <i>Idaho.</i> ..	1250	2300	3	Pottsville.....	1200	1600	4
Twin Falls.....	1200	1660	4	Warren, <i>R. I.</i> .....	1020	1320	3
Wallace.....	1350	1800	5	Abbeville, <i>S. C.</i> .....	900	1035	.....
Caney, <i>Kan.</i> .....	1125	1200	.....	Darlington.....	1200	1500	3
Iola.....	1100	2200	.....	Big Springs, <i>Texas.</i> ..	1170	1600	2
Larned.....	1170	1170	.....	Navasota.....	1125	1500	.....
Covington, <i>La.</i> .....	1080	1305	10	Morristown, <i>Tenn.</i> ....	810	1080	5
Houlton, <i>Maine</i> .....	900	936	.....	Brookings, <i>S. Dak.</i> ....	1100	1500	.....
Andover, <i>Mass.</i> .....	1300	1400	.....	Huron.....	1200	1740	4
Marblehead.....	1100	1460	5	Madison.....	1400	.....	2
Maynard.....	950	1550	.....	Redfield.....	.....	1350	.....
Albert Lea, <i>Minn.</i> ....	1100	1500	5	Tooele, <i>Utah.</i> .....	1100	1800	7
Fairmont.....	1170	1350	5	Richfield.....	750	1500	8
Fergus Falls.....	1125	1260	5	Spanish Fork.....	1100	1700	13
Petoskey, <i>Mich.</i> .....	1200	1400	.....	Bennington, <i>Vt.</i> .....	1100	1350	5
River Rouge.....	1600	2500	4	Hampton, <i>Va.</i> .....	900	1300	4
Sturgis.....	1200	1500	.....	Harrisonburg.....	900	1500	5
Clarksdale, <i>Miss.</i> ....	1312	1417	5	Marshfield, <i>Wis.</i> ....	1140	2100	14
Carrollton, <i>Mo.</i> .....	810	1800	.....	Stoughton.....	1200	2250	.....
				Sheridan, <i>Wyo.</i> .....	1320	1720	8

Read Table 18 as follows: Beginning in the upper left corner, the median minimum or beginning salary of junior high school teachers for 81 cities under 25,000 in population is \$1100; the median maximum salary is \$1600. Five is the median number of years required to advance from the minimum to the maximum. Clifton, Arizona, with a minimum of \$1400 is \$300 above the median for the cities in this table, and with a maximum of \$1700 is \$100 above the median maximum.

The figures were obtained from questionnaires of the U. S. Bureau of Education. Questionnaires were available from 1254 cities below 25,000 in population. From these the blanks giving the most complete information were selected. They represent the cities maintaining the highest salary schedules,

**TABLE 19. MINIMUM AND MAXIMUM SALARIES OF HIGH-SCHOOL TEACHERS, 54 CITIES WITH POPULATION OVER 100,000, 1921-1922**

State and other units	Minimum	Maximum	Years to reach max.	State and other units	Minimum	Maximum	Years to reach max.
United States(Median)	\$1500	\$2400	8	United States(Median)	\$1500	\$2400	8
1	2	3	4	1	2	3	4
<i>Alabama</i>				<i>Missouri</i>			
Birmingham.....	\$1250	\$2250	8	Kansas City.....	\$1400	\$3000	14
<i>California</i>				St. Louis.....	1600	3200	16
Los Angeles.....	1800	2600	.....	<i>Nebraska</i>			
Oakland.....	1740	2400	7	Omaha.....	1400	2400	10
<i>Colorado</i>				<i>New Jersey</i>			
Denver.....	1500	3080	.....	Jersey City.....	1500	3400	.....
<i>Connecticut</i>				Newark.....	2100	3800	8
Bridgeport.....	1200	2300	11	Paterson.....	2000	3600	8
New Haven.....	1300	2350	11	Trenton.....	.....	3000	.....
<i>Delaware</i>				<i>New York</i>			
Wilmington.....	1350	1950	6	Albany:			
<i>District of Columbia</i>				Women.....	1300	2100	8
Washington.....	1440	2240	8	Men.....	1500	2300	8
<i>Georgia</i>				New York.....	1900	3700	12
Atlanta.....	1572	2142	.....	Rochester.....	1600	2400	.....
<i>Illinois</i>				Syracuse:			
Chicago.....	1600	3400	12	Women.....	1350	1950	8
<i>Indiana</i>				<i>Ohio</i>			
Indianapolis.....	1500	2800	10	Akron.....	1400	2700	.....
<i>Iowa</i>				Cleveland.....	1500	3600	14
Des Moines.....	1550	3000	10	Columbus.....	1250	2375	.....
<i>Kentucky</i>				Dayton.....	1450	2400	9
Louisville:				Toledo.....	1500	2500	10
Women.....	1300	2100	8	Youngstown.....	1650	3000	13
Men.....	1600	2550	.....	<i>Pennsylvania</i>			
<i>Kansas</i>				Philadelphia.....	1800	3200	5
Kansas City.....	1668	2508	14	Scranton.....	1400	2200	8
<i>Maryland</i>				<i>Oregon</i>			
Baltimore.....	1500	3000	11	Portland.....	1600	2100	.....
<i>Massachusetts</i>				<i>Rhode Island</i>			
Boston:				Providence:			
Men.....	1980	3276	.....	Women.....	1400	2600	12
Cambridge.....	1248	1824	.....	Men.....	1700	3000	.....
Fall River.....	1400	2000	6	<i>Tennessee</i>			
Lowell:				Nashville.....	1000	1700	7
Women.....	1400	2000	7	<i>Texas</i>			
Men.....	1700	2500	7	Fort Worth.....	1200	1800	6
New Bedford.....	2000	2500	2	Houston.....	1300	2000	8
Springfield:				<i>Utah</i>			
Women.....	.....	2500	.....	Salt Lake.....	1250	2150	.....
Men.....	.....	3100	.....	<i>Virginia</i>			
Worcester:				Richmond.....	1000	2024	.....
Women.....	1500	2500	8	<i>Wisconsin</i>			
Men.....	2050	3250	8	Milwaukee.....	1600	3600	10
<i>Michigan</i>				<i>Washington</i>			
Detroit.....	1700	2600	5	Seattle.....	1800	2400	10
<i>Minnesota</i>				Spokane.....	1500	2150	13
Minneapolis.....	1400	2500	12				
St. Paul.....	1500	2250	12				

Read Table 19 as follows: The median minimum salary of high-school teachers for 54 cities with a population of over 100,000 is \$1500, the median maximum salary is \$2400. Eight years are required to advance from the minimum to the maximum salary. Birmingham, Alabama, with a minimum salary of \$1250 is \$250 below the median minimum, and with a maximum of \$2250 is \$150 below the median maximum in cities of similar size in the United States.

The figures for the table were obtained from answers to questionnaires sent out by the Salary Committee of the National Education Association. All cities for which data were available are included.

Read Table 20 as follows: The median minimum salary of high school teachers for 127 cities with a population between 25,000 and 100,000 is \$1400, and the median maximum salary is \$2150. Eight years are required to advance from the minimum to the maximum salary. Fort Smith, Arkansas, with a minimum salary of \$1400, just equals the median salary for cities of similar size in the United States, and with a maximum salary of \$2600 is \$450 above the median maximum.

The figures for the table were obtained from answers to questionnaires sent out by the Salary Committee of the National Education Association.

**TABLE 20. MINIMUM AND MAXIMUM SALARIES OF HIGH-SCHOOL TEACHERS,  
127 CITIES WITH POPULATION OF 25,000 TO 100,000, 1921-1922**

State and other units	Mini- mum	Maxi- mum	Years to reach max.	State and other units	Mini- mum	Maxi- mum	Years to reach max.
United States (Median)	\$1400	\$2150	8	United States (Median)	\$1400	\$2150	8
1	2	3	4	1	2	3	4
<i>Arkansas</i>				<i>Louisiana</i>			
Ft. Smith.....	\$1400	\$2600	12	Shreveport.....	\$1305	\$1440	2
Little Rock.....	945	2400	.....	<i>Maine</i>			
<i>California</i>				Bangor:			
Berkeley.....	1980	2220	7	Women.....	1200	1400	4
Riverside.....	1800	2400	6	Lewiston:			
Sacramento.....	1680	2700	.....	Women.....	1400	1400	.....
San Diego.....	1836	2400	6	Men.....	.....	2000	.....
<i>Colorado</i>				Portland:			
Pueblo.....	1500	2550	.....	Women.....	.....	1800	.....
<i>Connecticut</i>				Men.....	.....	2400	.....
New Britain:				<i>Maryland</i>			
Women.....	1250	2050	8	Cumberland.....	1200	1500	.....
Men.....	1600	2600	8	<i>Massachusetts</i>			
Norwalk:				Brockton:			
Women.....	1100	1700	12	Women.....	1200	1800	7
Men.....	1500	2100	10	Men.....	1800	2400	7
Stamford:				Chelsea:			
Women.....	1200	2300	11	Women.....	.....	1700	.....
Men.....	1500	3000	15	Men.....	.....	2100	.....
<i>Georgia</i>				Everett.....	1200	1700	5
Columbus.....	1200	1600	4	Haverhill:			
<i>Illinois</i>				Women.....	1100	1650	6
Aurora:				Men.....	1500	2000	6
E. District.....	1400	2600	12	Holyoke:			
W. District.....	1500	2300	.....	Women.....	.....	2150	.....
Danville.....	1400	2000	.....	Men.....	.....	2550	.....
E. St. Louis.....	1200	2650	12	Medford:			
Moline.....	1100	1800	7	Women.....	1300	1700	4
Rockford.....	1400	2500	.....	Men.....	1800	2300	5
Rock Island.....	1200	1800	8	Newton.....	1600	2500	9
Springfield.....	1500	2100	12	Revere.....	1200	1800	6
<i>Indiana</i>				Salem:			
Anderson.....	1512	1890	4	Women.....	1200	1600	12
Ft. Wayne.....	1600	2600	10	Men.....	1300	2400	12
Gary.....	1750	3250	.....	Somerville.....	1600	2900	.....
Muncie.....	1500	2100	.....	Taunton:			
Richmond.....	1200	1800	.....	Women.....	1300	1750	5
Terre Haute.....	1200	1750	5	Men.....	.....	2000	.....
<i>Iowa</i>				Waltham.....	.....	1750	.....
Cedar Rapids.....	1260	1710	9	<i>Michigan</i>			
Davenport.....	1700	2500	8	Grand Rapids.....	1500	2500	9
Sioux City.....	1500	2100	5	Hamtramck.....	1600	.....	.....
Waterloo.....	1400	1800	4	Muskegon.....	1200	2200	10
<i>Kentucky</i>				<i>Minnesota</i>			
Lexington.....	1300	1500	.....	Duluth.....	1875	1975	2

TABLE 20.—Continued

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States (median)	\$1400	\$2150	5	United States (Median)	\$1400	\$2150	5
<i>Missouri</i>				<i>Ohio—Continued</i>			
Springfield.....	\$1140	\$1800	11	Men.....	\$1400	\$2100	7
<i>Montana</i>				Lorain.....	1400	2600	12
Butte.....	1800	2400	6	Lima.....	1200	1800	6
<i>Nebraska</i>				Marion.....	1350	1800	10
Lincoln.....	1000	2200	12	Newark.....	1200	2100	9
<i>Nevada</i>				Portsmouth.....	1200	2000	8
Carson City.....	1500	2100	.....	Springfield.....	1200	2300	11
<i>New Hampshire</i>				Steubenville.....	1400	2000	6
Manchester:				Warren.....	1500	2500	10
Women.....	1200	1200	.....	Zanesville.....	1400	2000	6
Men.....	1400	1400	.....	<i>Oklahoma</i>			
Nashua.....	1200	1400	2	Muskogee.....	1300	2200	.....
<i>New Jersey</i>				<i>Oregon</i>			
Bayonne.....	1800	3400	16	Eugene.....	1215	1350	4
Clifton.....	1500	3000	15	<i>Pennsylvania</i>			
Elizabeth:				Altoona.....	1400	2200	8
Women.....	1500	2750	10	Chester.....	1400	2200	8
Men.....	1850	3050	10	Erie.....	1400	2200	8
Hoboken.....	2100	3360	7	Hazleton.....	1400	2200	8
Irvington.....	2000	2450	3	Harrisburg.....	1400	2500	11
Kearney:				Lancaster.....	1400	2200	8
Women.....	1400	2600	10	New Castle.....	1400	2400	10
Men.....	1600	3000	11	Norristown.....	1400	2400	10
Passaic:				York.....	1400	2200	8
Women.....	1600	2500	6	<i>Rhode Island</i>			
Men.....	1800	2700	6	Newport.....	1500	2500	10
Perth Amboy:				Woonsocket:			
Women.....	1500	2050	11	Women.....	.....	1825	.....
Men.....	1800	2800	10	<i>Tennessee</i>			
Plainfield.....	1500	3400	13	Knoxville:			
Orange.....	1650	3200	.....	Women.....	1045	1520	.....
W. Hoboken.....	1600	3200	.....	Men.....	1425	2280	.....
W. New York.....	1500	2800	10	<i>Texas</i>			
<i>New York</i>				El Paso.....	1200	2100	18
Mt. Vernon.....	1500	3300	12	Galveston.....	900	2350	.....
Newburgh:				Waco.....	1200	2250	.....
Women.....	1200	1800	8	<i>Utah</i>			
Men.....	1600	2200	8	Ogden.....	1300	2100	.....
New Rochelle.....	1600	2700	8	<i>Virginia</i>			
Poughkeepsie:				Newport News:			
Women.....	1450	2450	10	Women.....	1200	2000	8
Men.....	.....	3000	12	Men.....	1300	2000	7
Rome:				Portsmouth.....	1100	1900	8
Women.....	1300	1950	8	Roanoke.....	1350	1935	7
Men.....	1800	2550	7	<i>West Virginia</i>			
Schenectady.....	1300	1700	.....	Clarksburg.....	1350	2250	9
Utica.....	1500	2100	8	Huntington.....	1400	2500	11
Watertown.....	1200	1620	7	Wheeling.....	1700	2200	5
<i>North Carolina</i>				<i>Wisconsin</i>			
Asheville.....	1300	1900	12	Green Bay.....	1200	1800	.....
Charlotte.....	1305	2000	.....	Kenosha.....	1500	2328	.....
Wilmington.....	1020	1800	8	La Crosse.....	1300	1850	11
Winston-Salem.....	1000	2250	.....	Oshkosh.....	1400	3200	.....
<i>Ohio</i>				Racine.....	1250	2150	10
Canton.....	1200	2500	13	Sheboygan.....	1250	2300	.....
Cleveland Heights.....	1500	3300	12	Superior.....	1300	2000	7
E. Cleveland.....	1500	3600	14	<i>Wyoming</i>			
Hamilton:				Cheyenne.....	1560	1938	6
Women.....	1200	1900	7				



Read Table 21 as follows: The median minimum salary of high school teachers for 136 cities with a population under 25,000 is \$1310, and the median maximum salary is \$2225. Ten years are required to advance from the minimum to the maximum salary. Anniston, Alabama, with a minimum salary of \$1200 is \$110 below the median for similar-sized cities, and with a maximum of \$1800 is \$425 below the median. It requires two years more than the median to reach the maximum salary. This list of cities was selected from a list of 536 cities as the ones in their respective states paying the highest salaries.

The figures were obtained from answers to questionnaires sent out by the Salary Committee of the National Education Association.

**TABLE 21. MINIMUM AND MAXIMUM SALARIES OF HIGH-SCHOOL TEACHERS, 136 CITIES WITH POPULATION UNDER 25,000, 1921-1922**

State and other units	Minimum	Maximum	Years to reach max.	State and other units	Minimum	Maximum	Years to reach max.
United States (Median)	\$1310	\$2225	10	United States (Median)	\$1310	\$2225	10
1	2	3	4	1	2	3	4
<i>Alabama</i>				<i>Illinois—Continued</i>			
Anniston.....	\$1200	\$1800	12	Freeport.....	\$1200	\$2500	13
Bessemer.....	1080	1560	5	Harvard.....	1350	3000	.....
<i>Arizona</i>				Johnson City.....	1600	2700	13
Globe.....	1800	2400	.....	<i>Indiana</i>			
Jerome.....	1750	2500	.....	Ellwood.....	1350	1800	9
<i>Arkansas</i>				La Porte.....	1500	2000	.....
Helena.....	1350	2000	.....	Mishawaka.....	1600	2250	.....
Texarkana.....	1000	2100	.....	<i>Iowa</i>			
<i>California</i>				Clinton.....	1425	2200	.....
Coronado.....	2000	2600	4	Keokuk.....	1400	2250	.....
Mill Valley.....	1800	2700	.....	Ottumwa.....	1400	2200	.....
Pacific Grove.....	2000	2400	.....	<i>Kansas</i>			
San Rafael.....	1700	2500	.....	Arkansas City.....	1350	2400	.....
So. San Francisco.....	1800	3000	10	Hutchinson.....	1620	2385	.....
<i>Colorado</i>				Marysville.....	1200	2400	.....
Canon City.....	1200	2200	20	<i>Kentucky</i>			
Fort Morgan.....	1400	2400	10	Henderson.....	1250	1800	.....
Trinidad.....	1500	2300	.....	Mayfield.....	1215	2400	.....
<i>Connecticut</i>				Owensboro.....	1125	1800	.....
Greenwich.....	1300	2300	8	<i>Louisiana</i>			
Naugatuck:				Gretna.....	1050	1400	.....
Women.....	1200	2000	15	Lake Charles.....	1035	1440	.....
Men.....	1800	2500	14	<i>Maine</i>			
Willimantic:				Fort Fairfield.....	1200	3000	.....
Women.....	1200	1800	8	Paris.....	800	2200	.....
Men.....	1500	2100	9	<i>Massachusetts</i>			
<i>Delaware</i>				Franklin.....	1100	1800	7
Dover.....	1100	1800	7	Kingston.....	1100	2300	12
<i>Florida</i>				Melrose.....	1200	2000	11
Ocala.....	990	1800	.....	Norwood.....	1200	1900	7
Sanford.....	800	2000	12	Westford.....	1200	2500	.....
<i>Georgia</i>				<i>Michigan</i>			
Brunswick.....	1000	1800	15	Ann Arbor.....	1450	2250	8
Hawkinsville.....	1200	1200	.....	Monroe.....	1450	2350	.....
Waycross.....	900	1500	12	Muskegon Heights.....	1400	2400	10
<i>Idaho</i>				Owosso.....	1500	2400	.....
Caldwell.....	1400	1700	3	Saginaw.....	1400	2600	.....
Weiser.....	1350	1750	.....	<i>Minnesota</i>			
Nampa.....	1460	1700	6	Rochester.....	1300	2000	.....
<i>Illinois</i>				Stillwater.....	1170	1980	.....
Blue Island.....	1800	2500	.....	Winona.....	1440	2400	.....
Fairbury.....	1550	2750	.....				

TABLE 21.—*Continued*

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States (Median)	\$1310	\$2225	10	United States (Median)	\$1310	\$2225	10
<i>Mississippi</i>				<i>Ohio—Continued</i>			
Greenville.....	\$1250	\$2400	23	Marietta.....	\$1450	\$2100	7
Yazoo City.....	1200	1600	.....	<i>Oklahoma</i>			
<i>Missouri</i>				McAlester.....	1400	2050	.....
Clayton.....	1500	2400	.....	Ponca City.....	1300	2400	11
Independence.....	1200	1800	.....	Sapulpa.....	1600	2450	.....
Lexington.....	1170	1800	.....	<i>Oregon</i>			
<i>Montana</i>				Astoria.....	1400	1600	4
Great Falls.....	1500	2200	7	Baker.....	1170	1800	7
Helena.....	1500	2200	7	<i>Pennsylvania</i>			
Missoula.....	1600	2100	5	Carbondale.....	1300	2400	11
<i>Nebraska</i>				Coatesville.....	1200	2500	13
Beatrice.....	1400	1800	4	No. Braddock.....	1500	2400	9
Hastings.....	1300	1800	5	Tamaqua.....	1500	2600	.....
Plattsmouth.....	1350	1500	.....	West Chester.....	1200	2500	13
<i>Nevada</i>				Woodlawn.....	1200	2820	16
Tonopah.....	1650	1980	.....	<i>Rhode Island</i>			
<i>New Hampshire</i>				Central Falls.....	1200	1700	5
Berlin.....	1400	2500	.....	<i>South Carolina</i>			
Dover.....	.....	3000	.....	Easley.....	1000	1350	.....
Littleton.....	1100	1600	10	Greenwood.....	1035	1125	.....
<i>New Jersey</i>				<i>South Dakota</i>			
Asbury Park.....	1300	2400	11	Brookings.....	1300	2600	.....
Bridgeport.....	1300	2400	11	Sioux Falls.....	1500	2500	.....
Glen Ridge:				<i>Tennessee</i>			
Women.....	1500	2600	11	Bristol.....	630	1530	16
Men.....	2000	3000	10	Dyersburg.....	1200	1560	6
Roselle.....	1500	3000	.....	<i>Texas</i>			
So. Amboy.....	1400	2500	.....	Cleburne.....	1035	2800	.....
<i>New Mexico</i>				Eagle Pass.....	1350	2400	.....
Albuquerque.....	1320	1700	8	Palestine.....	1080	2250	.....
<i>New York</i>				Temple.....	1200	2100	.....
Ballston Spa.....	900	2000	.....	<i>Utah</i>			
Hudson.....	1200	1800	8	Logan.....	1000	1500	.....
Ithaca.....	1500	1900	8	Springfield:			
Lawrence:				Women.....	1250	1600	.....
Women.....	1500	2500	8	<i>Virginia</i>			
Men.....	1800	2800	8	Bristol.....	1000	1600	.....
Plattsburg:				Harrisonburg.....	900	2100	.....
Women.....	1200	1900	8	<i>Washington</i>			
Men.....	1800	2500	8	Hoquiam.....	1400	2100	7
White Plains.....	1500	2800	9	Puyallup.....	1320	2000	11
<i>North Carolina</i>				Roslyn.....	1300	2000	7
Durham.....	1200	3000	18	<i>West Virginia</i>			
Fayetteville.....	1500	2532	.....	Fairmont.....	1400	2400	.....
High Point.....	915	2400	29	Parkersburg.....	1300	2300	10
<i>North Dakota</i>				Sistersville.....	1500	2000	.....
Fargo.....	1500	2100	6	<i>Wisconsin</i>			
Mandan.....	1600	2000	.....	Appleton.....	1400	2500	.....
Minot.....	1450	3250	18	Plymouth.....	1200	2400	12
<i>Ohio</i>				Wausau.....	1200	2700	.....
Barberton.....	1200	2000	8	West Allis.....	1400	2750	.....
Cleveland Heights.....	1500	3600	12	<i>Wyoming</i>			
Elyria.....	1300	2500	12	Cheyenne.....	1716	1938	3
Fremont.....	1140	3000	.....	Sheridan.....	1570	2500	15

TABLE 22. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF ELEMENTARY SCHOOLS, 51 CITIES WITH POPULATION OVER 100,000, 1921-1922

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States(Median)	\$2100	\$3210	8	United States(Median)	\$2100	\$3210	8
1	2	3	4	1	2	3	4
<i>Alabama</i>				<i>Nebraska</i>			
Birmingham.....	\$1200	\$3200	8	Omaha.....	\$1920	\$3000	.....
<i>California</i>				<i>New Jersey</i>			
Los Angeles.....	2150	3300	.....	Jersey City.....	2800	4100	8
Oakland.....	2100	3240	.....	Paterson.....	3000	4600	9
Sau Francisco.....	2280	3130	.....	Trenton.....	1100	3300	.....
<i>Colorado</i>				Newark.....	2500	4500	9
Denver.....	2310	3520	.....	<i>New York</i>			
<i>Connecticut</i>				Albany.....	2600	3200	4
New Haven.....	2200	3000	.....	Buffalo.....	2500	3800	.....
<i>District of Columbia</i> <sup>1</sup>				New York.....	3750	4750	4
Washington.....	1200	2470	10	Rochester.....	3000	4400	.....
<i>Illinois</i>				Yonkers.....	1900	3500	.....
Chicago.....	2500	4250	10	<i>Ohio</i>			
<i>Indiana</i>				Cleveland.....	2400	4170	.....
Indianapolis.....	2100	3000	.....	Columbus.....	1875	2500	6
<i>Kansas</i>				Toledo.....	2200	2900	7
Kansas City.....	1908	2148	.....	Youngstown.....	1900	3000	.....
<i>Kentucky</i>				<i>Pennsylvania</i>			
Louisville.....	1600	2200	.....	Philadelphia.....	2100	4000	8
<i>Louisiana</i>				Pittsburgh.....	2100	4000	.....
New Orleans.....	2100	2700	.....	Scranton.....	1800	2600	.....
<i>Maryland</i>				<i>Rhode Island</i>			
Baltimore.....	1950	3200	8	Providence.....	2100	3800	3
<i>Massachusetts</i>				<i>Tennessee</i>			
Cambridge.....	2500	3220	6	Nashville.....	1200	2100	3
Fall River.....	1640	3000	.....	<i>Texas</i>			
Lowell.....	1920	3100	7	Fort Worth.....	2250	2750	.....
New Bedford.....	2250	3350	.....	Houston.....	1900	2700	9
Worcester.....	1700	3500	.....	<i>Utah</i>			
Springfield.....	.....	3200	.....	Salt Lake City.....	2000	3000	.....
<i>Michigan</i>				<i>Virginia</i>			
Detroit.....	2400	4000	8	Richmond.....	1910	2530	5
Grand Rapids.....	1200	2000	.....	<i>Washington</i>			
<i>Minnesota</i>				Seattle.....	2400	3660	.....
Minneapolis.....	1800	3500	17	Spokane.....	1800	2550	.....
St. Paul.....	1800	2850	.....	<i>Wisconsin</i>			
<i>Missouri</i>				Milwaukee.....	2600	4400	.....
Kansas City.....	2350	3650	11				
St. Louis.....	1700	4000	5				

<sup>1</sup> Elementary-school principals receive additional \$30 per room per annum.

Read Table 22 as follows: The median minimum salary for principals of elementary schools, for 51 cities with a population of over 100,000, is \$2100, and the median maximum salary is \$3210. Eight years are required to advance from the minimum to the maximum salary. Birmingham, Alabama, with a minimum salary of \$1200 for elementary principals is \$900 below the median for similar-sized cities, and with a maximum of \$3200 is \$10 below the median.

In each of these cities the minimum given is that for principals for schools of the smallest number of rooms, whereas the maximum is for principals of schools of the largest number of rooms. See Bulletin 19 of the National Education Association, page 7 and following, for data as to minimum and maximum salaries of principals differentiated according to number of rooms supervised.

The figures were obtained from the U. S. Bureau of Education and from answers to questionnaires sent out by the Salary Committee of the National Education Association.

TABLE 23. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF ELEMENTARY SCHOOLS, 76 CITIES WITH POPULATION 25,000 TO 100,000, 1921-1922

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States(Median)	\$1625	\$2500	8	United States(Median)	\$1625	\$2500	8
<i>Arkansas</i>				Perth Amboy.....	1800	2800	11
Fort Smith.....	\$1600	\$2400	.....	W. Hoboken.....	.....	3500	.....
<i>California</i>				<i>New York</i>			
Pasadena.....	2700	3300	3	Mt. Vernon.....	1500	4000	11
San Jose.....	2840	3090	.....	Auburn.....	1490	1810	.....
Stockton.....	2040	2580	.....	Elmira.....	2100	2600	.....
<i>Colorado</i>				Newburgh.....	1700	2600	.....
Pueblo.....	1900	2000	.....	New Rochelle.....	1600	3400	8
<i>Connecticut</i>				Niagara Falls.....	1900	3500	8
Waterbury.....	.....	3800	.....	Rome.....	1900	2950	8
Norwalk.....	1100	1800	10	Schenectady.....	1700	3100	8
<i>Florida</i>				Utica.....	2100	3100	.....
Jacksonville.....	1170	2000	.....	Poughkeepsie.....	1600	3000	.....
<i>Illinois</i>				<i>North Carolina</i>			
East St. Louis.....	1700	3200	11	Asheville.....	1600	2000	8
Elgin.....	1800	2000	.....	Winston-Salem.....	1000	3200	.....
Rock Island.....	1400	2000	6	<i>Ohio</i>			
Evansville.....	1650	2700	.....	Canton.....	2000	2800	8
<i>Indiana</i>				Hamilton.....	1500	2400	9
Gary.....	.....	3600	8	Marion.....	1530	1665	.....
East Chicago.....	1850	3600	.....	Newark.....	1500	2100	.....
Port Wayne.....	2000	2500	5	Portsmouth.....	.....	1800	.....
Terre Haute.....	1200	1500	11	Warren.....	2000	2700	7
<i>Kansas</i>				<i>Oklahoma</i>			
Topeka.....	1800	2300	.....	Oklahoma.....	1700	2800	.....
Wichita.....	1800	2376	.....	<i>Pennsylvania</i>			
<i>Kentucky</i>				Altoona.....	1600	2400	8
Lexington.....	1600	1700	.....	Bethlehem.....	1600	2200	.....
Newport.....	1200	1600	.....	Erie.....	1600	2400	8
<i>Maryland</i>				Harrisburg.....	1600	2500	10
Hagerstown.....	1000	1650	8	Hazleton.....	1000	1800	8
<i>Massachusetts</i>				New Castle.....	1600	2400	8
Malden.....	.....	2700	.....	Norristown.....	1500	2600	8
Pittsfield.....	1500	2500	10	Williamsport.....	.....	1400	8
Salem.....	2300	2500	2	<i>Rhode Island</i>			
Somerville.....	.....	3000	.....	Pawtucket.....	.....	2500	.....
<i>Michigan</i>				<i>South Carolina</i>			
Lansing.....	1600	1710	.....	Charleston.....	2543	2846	10
<i>Missouri</i>				<i>Texas</i>			
Springfield.....	1380	1620	.....	El Paso.....	1750	2600	.....
<i>Nebraska</i>				<i>Virginia</i>			
Lincoln.....	1900	2220	.....	Portsmouth.....	2000	3000	.....
<i>New Hampshire</i>				<i>Washington</i>			
Nashua.....	1250	1400	.....	Bellingham.....	1560	2340	7
<i>New Jersey</i>				<i>West Virginia</i>			
Bayonne.....	2400	4200	.....	Wheeling.....	2400	2500	.....
East Orange.....	2200	4000	.....	<i>Wisconsin</i>			
Elizabeth.....	1500	.....	.....	La Crosse.....	1800	2600	.....
Hoboken.....	2800	4060	7	Oshkosh.....	1800	2400	.....
Montclair.....	2600	4200	.....	Racine.....	1800	3300	10
New Brunswick.....	1300	2600	.....	Superior.....	1800	2700	6
Passaic.....	2400	3400	.....	Sheboygan.....	1800	2500	10

Read Table 23 as follows: The median minimum salary of elementary principals for 76 cities with a population between 25,000 and 100,000 is \$1625, the median maximum, \$2500.

The minimum given for each city is that for principals of schools of the smallest number of rooms, whereas the maximum is for principals of schools of the largest number of rooms.

The figures were obtained from the U. S. Bureau of Education and from answers to questionnaires sent out by the Salary Committee of the National Education Association.

**TABLE 24. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF ELEMENTARY SCHOOLS, 66 CITIES WITH POPULATION UNDER 25,000, 1921-1922**

State and other units	Minimum	Maximum	Years to reach	State and other units	Minimum	Maximum	Years to reach
United States (Median)	\$1215	\$1600	5	United States (Median)	\$1215	\$1600	5
<i>Alabama</i>				<i>Massachusetts—Cont'd</i>			
Bessemer.....	\$1800	\$2400	.....	Maynard.....	\$1200	\$1400	.....
<i>Arizona</i>				<i>Maine</i>			
Clifton.....	1800	.....	.....	Houlton.....	1008	1080	.....
<i>Arkansas</i>				Saco.....	975	.....	.....
Helena.....	1425	.....	.....	<i>North Dakota</i>			
Malvern.....	1000	1500	5	Bismarck.....	1500	1650	5
Marianna.....	1000	1000	.....	Valley City.....	1200	1900	4
<i>California</i>				<i>North Carolina</i>			
Alhambra.....	2130	2200	.....	Elizabeth City.....	1200	1500	3
Lodi.....	1800	2100	.....	<i>New York</i>			
Mill Valley.....	1740	2400	.....	Depew.....	1000	1800	8
Salina.....	1680	1920	.....	Rye.....	2800	4000	8
Santa Rosa.....	2000	2000	.....	Scotia.....	1100	2060	8
<i>Colorado</i>				<i>New Jersey</i>			
Rocky Ford.....	1950	1950	.....	Glen Ridge.....	2600	.....	.....
Sterling.....	1500	2000	6	Hawthorne.....	2000	3000	8
<i>Connecticut</i>				So. Bruer.....	1200	1500	5
Farmington.....	1800	2500	.....	<i>Nebraska</i>			
Westport.....	900	1550	8	Beatrice.....	1400	1725	.....
<i>Florida</i>				<i>Ohio</i>			
Orlando.....	1200	1500	.....	Lisbon.....	1350	1350	.....
<i>Iowa</i>				Sidney.....	1000	1600	6
Charles City.....	1296	1296	.....	Wooster.....	1500	2000	6
<i>Indiana</i>				<i>Oklahoma</i>			
Huntington.....	1710	1710	.....	Clinton.....	1270	1575	.....
<i>Illinois</i>				Frederick.....	1215	1575	5
Canton.....	1012	1300	.....	Hugo.....	1600	1800	4
<i>Kansas</i>				<i>Pennsylvania</i>			
Caney.....	1200	1350	.....	Corapolis.....	.....	1600	.....
Iola.....	1155	1265	.....	Huntington.....	1200	1600	4
Larned.....	1260	1260	.....	<i>South Carolina</i>			
<i>Kentucky</i>				Abbeville.....	1200	1500	.....
Dayton.....	850	1400	5	<i>Texas</i>			
<i>Louisiana</i>				Big Springs.....	990	1500	2
Franklin.....	1125	3000	4	<i>Tennessee</i>			
<i>Montana</i>				LaFollette.....	900	900	4
Bozeman.....	1800	1920	2	Morristown.....	1080	1200	3
<i>Minnesota</i>				<i>South Dakota</i>			
Fairmont.....	1215	1395	5	Madison.....	1400	.....	2
Fergus Falls.....	1170	1350	10	<i>Utah</i>			
<i>Missouri</i>				Tooele.....	1300	1800	10
Marshall.....	1260	1620	6	Richfield.....	1200	1800	.....
Carrollton.....	1000	1000	.....	<i>Washington</i>			
<i>Michigan</i>				Ellensburg.....	1400	1800	5
Petoskey.....	1300	1550	.....	<i>West Virginia</i>			
River Rouge.....	1500	.....	.....	Richwood.....	1215	1350	.....
Sturgis.....	1500	1750	.....	<i>Wisconsin</i>			
<i>Massachusetts</i>				Antigo.....	1300	1500	3
Andover.....	1350	1600	.....	Stoughton.....	1350	.....	.....
Manchester.....	.....	1600	.....	Burlington.....	1200	2100	6

Read Table 24 as follows: The median minimum salary for elementary-school principals for 66 cities under 25,000 in population is \$1215, the median maximum salary \$2500.

The minimum given for each city is that for principals of schools of the smallest number of rooms, whereas the maximum is for principals of schools of the largest number of rooms. See page 7 seq. Bulletin 19 of the National Education Association for data as to minimum and maximum salaries of principals differentiated according to number of rooms supervised.

The figures were obtained from questionnaires of the U. S. Bureau of Education. Questionnaires were available from 1254 cities below 25,000 in population. From these the blanks giving the most complete information were selected.

**TABLE 25. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF JUNIOR HIGH SCHOOLS 20 CITIES WITH POPULATION OVER 100,000 1921-1922**

State and other units	Minimum	Maximum	Years to reach max.
United States (Median)	\$3150	\$4000	6
1	2	3	4
<i>California</i>			
Los Angeles.....	3000	3900	.....
Oakland.....		3540	.....
<i>Colorado</i>			
Denver.....	3120	3500	.....
<i>District of Columbia</i>			
Washington.....	2700	3200	5
<i>Maryland</i>			
Baltimore.....	2300	3000	7
<i>Massachusetts</i>			
Springfield.....	3300	4000	.....
<i>Michigan</i>			
Detroit.....	3500	5000	.....
<i>Minnesota</i>			
Minneapolis.....	3000	4200	12
<i>Missouri</i>			
Kansas City.....	3840	4050	.....
St. Louis.....	3700	4500	5
<i>New Jersey</i>			
Trenton.....		4000	.....
Newark.....	3100	4700	9
<i>New York</i>			
Rochester.....	3000	5000	8
<i>Ohio</i>			
Cincinnati.....	3000	4000	.....
Cleveland.....	3150	4500	.....
Columbus.....	2750	3500	4
Youngstown.....	3360	3500	.....
<i>Pennsylvania</i>			
Philadelphia.....	4000	5000	4
Pittsburgh.....	4000	5000	.....
<i>Utah</i>			
Salt Lake City.....		3400	.....

Read Table 25 as follows: The median minimum salary for junior high-school principals for 20 cities of over 100,000 population is \$3150 and the median maximum salary is \$4000. Six years are required to advance from the minimum to the maximum salary. Los Angeles, California, with a minimum of \$3000 is \$150 below the median minimum, and with a maximum of \$3900 is \$100 below the median maximum.

The minimum given for each city is that for principals for schools of the smallest number of rooms, whereas the maximum is for principals of schools of the largest number of rooms.

The figures were obtained from the U. S. Bureau of Education and from answers to questionnaires sent out by the Salary Committee of the National Education Association. Data are included for all cities reporting.

**TABLE 26. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF JUNIOR HIGH SCHOOLS, 30 CITIES WITH POPULATION OF 25,000 TO 100,000, 1921-1922**

State and other units	Minimum	Maximum	Years to reach
United States (Median)	\$2250	\$2900	9
<i>California</i>			
Pasadena.....	\$3200	\$4000	4
<i>Connecticut</i>			
Waterbury.....		4200	.....
Norwalk.....	2000	2300	10
<i>Indiana</i>			
E. Chicago.....	3000	3600	.....
Gary.....		4500	8
Terre Haute.....	1700	2200	11
<i>Kansas</i>			
Topeka.....	2250	2400	.....
<i>Kentucky</i>			
Lexington.....	2000	2000	.....
Newport.....		2000	.....
<i>Massachusetts</i>			
Somerville.....		3100	.....
<i>Michigan</i>			
Lansing.....	3000	3000	.....
<i>Nebraska</i>			
Lincoln.....	2040	2400	.....
<i>New Jersey</i>			
Elizabeth.....		1500	.....
Montclair.....	4250	4700	.....
New Brunswick.....	2400	3500	.....
Passaic.....	2400	3800	.....
<i>New York</i>			
Auburn.....	2350	2750	8
<i>North Carolina</i>			
Asheville.....	2100	.....	.....
<i>Ohio</i>			
Hamilton.....	1500	2400	9
Marion.....	1665	2200	.....
Warren.....	2100	2800	7
<i>Oklahoma</i>			
Oklahoma.....	3500	.....	.....
<i>Pennsylvania</i>			
Bethlehem.....	1600	2200	.....
Easton.....	3500	.....	.....
Erie.....	3000	4000	10
Harrisburg.....	3000	4000	10
Hazleton.....	1000	2200	8
<i>Texas</i>			
El Paso.....	2600	2600	.....
<i>Wisconsin</i>			
Racine.....	2000	3500	10
Superior.....	2100	3000	6

Read Table 26 as follows: The median minimum salary for junior high-school principals for 30 cities with a population of 25,000 to 100,000 is \$2250, and the median maximum salary is \$2900.

The minimum given for each city is that for principals of schools of the smallest number of rooms, whereas the maximum is for principals of schools of the largest number of rooms.

**TABLE 27. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF JUNIOR HIGH SCHOOLS, 47 CITIES WITH POPULATION UNDER 25,000, 1921-1922**

State and other units	Mini- mum	Maxi- mum	Years to reach maxi- mum	State and other units	Mini- mum	Maxi- mum	Years to reach maxi- mum
United States(Median)	\$1500	\$1800	5	United States(Median)	\$1500	\$1800	5
1	2	3	4	1	2	3	4
<i>Arizona</i>				<i>Michigan</i>			
Clifton.....	\$2400			River Rouge.....	\$2000		
<i>Arkansas</i>				<i>Montana</i>			
Helena.....	2200			Bozeman.....	2000	2200	3
Malvern.....	1100	\$1600	5	Kalispell.....	1520	2600	
Marianna.....	2075	2075		<i>North Dakota</i>			
<i>California</i>				Bismarck.....	1500	1650	5
Santa Rosa.....	2100	2100		Valley City.....	1400	2000	4
<i>Colorado</i>				<i>North Carolina</i>			
Rocky Ford.....	1950	1950		Elizabeth City.....	2000	2400	3
Sterling.....	1500	2000	6	<i>New York</i>			
<i>Connecticut</i>				Depew.....	1100	1900	8
Farmington.....	1800	2800		Rye.....	2200	3000	8
Westport.....	1000	1700	8	Scotia.....	1100	2060	8
<i>Iowa</i>				<i>New Jersey</i>			
Charles City.....	2196	2196		So. Bruer.....	1200	1500	5
<i>Indiana</i>				<i>Ohio</i>			
Huntington.....	1890	1890		Sidney.....	1200	1800	6
<i>Illinois</i>				<i>Oklahoma</i>			
Canton.....		1500		Frederick.....	1800	1800	
<i>Idaho</i>				Hugo.....	1800	2100	4
Wallace.....	1500	1800		<i>Pennsylvania</i>			
<i>Kansas</i>				Pottsville.....	1500	1900	4
Caney.....		2000		<i>South Carolina</i>			
Iola.....	2650	2650		Abbeville.....	1800	1800	
Larned.....	1800	1800		<i>Texas</i>			
<i>Kentucky</i>				Big Springs.....	1800	2000	2
Dayton.....	850	1400	5	Vernon.....	1485	1500	
<i>Maine</i>				<i>Tennessee</i>			
Houlton.....	1800	1800		Morristown.....	1350	1500	3
<i>Massachusetts</i>				<i>South Dakota</i>			
Andover.....	1650	1650		Madison.....	1600		2
Manchester.....		2000		<i>Utah</i>			
Maynard.....		2250		Tooele.....	1400	1800	8
<i>Minnesota</i>				Richfield.....	1200	1800	
Fairmont.....	1350	1530	5	<i>West Virginia</i>			
Fergus Falls.....	1500	1700	10	Elkins.....	1200		4
<i>Missouri</i>				<i>Wisconsin</i>			
Carrollton.....	1800	2600		Stoughton.....	1350	2600	

Read Table 27 as follows: The median minimum salary for junior high school principals for 47 cities with a population under 25,000 is \$1500; the median maximum salary is \$1800. Five years are required to advance from the minimum to the maximum salary.

The figures were obtained from questionnaires of the U. S. Bureau of Education. Questionnaires were available from 1254 cities below 25,000 in population. From these the blanks giving the most complete information were selected. They represent the cities maintaining the highest salary schedules.

**TABLE 28. MINIMUM AND MAXIMUM SALARIES OF PRINCIPALS OF HIGH SCHOOLS 37 CITIES WITH POPULATION OVER 100,000**

State and other units	Minimum	Maximum	Years to reach
United States (Median)	\$3550	\$4725	5
Birmingham, Ala. ....	\$2600	\$5000	12
Los Angeles, Calif. ....	1700	4000	.....
Oakland. ....	3240	4440	.....
Denver, Colo. ....	3900	5200	.....
Washington, D. C. ....	1440	2240	.....
Atlanta, Ga. ....	.....	2862	.....
Chicago, Ill. ....	3700	5100	12
Indianapolis, Ind. ....	.....	3500	.....
New Orleans, La. ....	3000	4000	.....
Baltimore, Md. ....	3800	4000	2
Boston, Mass. ....	4140	4746	.....
Lowell. ....	.....	4300	.....
New Bedford. ....	.....	4725	.....
Springfield. ....	.....	4500	.....
Worcester. ....	.....	4500	.....
Detroit, Mich. ....	5000	5500	2
Minneapolis, Minn. ....	3800	5000	.....
Kansas City, Mo. ....	3526	4700	.....
St. Louis. ....	4200	5000	5
Jersey City, N. J. ....	5000	7000	4
Newark. ....	4200	5800	12
Paterson. ....	5000	5800	5
Trenton. ....	.....	5000	.....
Albany, N. Y. ....	4500	5500	4
New York. ....	5000	6500	3
Rochester. ....	3400	5000	8
Syracuse. ....	3350	4300	.....
Yonkers. ....	3500	4800	6
Cleveland, Ohio. ....	3200	5200	10
Columbus. ....	2750	3500	.....
Youngstown. ....	.....	4500	.....
Philadelphia, Penn. ....	4000	5000	5
Providence, R. I. ....	4200	5000	.....
Nashville, Tenn. ....	2000	2200	3
Houston, Texas. ....	1100	1800	8
Milwaukee, Wis. ....	4520	5000	5
Spokane, Wash. ....	3550	4150	.....

Read Table 28 as follows: The median minimum salary of principals of high schools for 37 cities with a population over 100,000 is \$3550; the median maximum salary is \$4725. Five years are required to advance from the minimum to the maximum salary. Birmingham, Alabama, with a minimum of \$2600 is \$950 below the median minimum for cities of its population, and with a maximum of \$5000 is \$75 above the median maximum. It requires seven years more than the median to reach the maximum salary.

The figures for this table were obtained from a number of sources; salary schedules sent in to the National Education Association, etc. Most of the figures given are for the year 1921-22, but some are for 1920-21.

**TABLE 29. SUPERINTENDENTS' SALARIES IN TWENTY CITIES, 1921-1922**

City	Salary
Chicago, Illinois. ....	\$12,000
New York City, New York. ....	12,000
Philadelphia, Pennsylvania. ....	12,000
Pittsburgh, Pennsylvania. ....	12,000
Jersey City, New Jersey. ....	10,500
Boston, Massachusetts. ....	10,000
Buffalo, New York. ....	10,000
Cincinnati, Ohio. ....	10,000
Cleveland, Ohio. ....	10,000
Newark, New Jersey. ....	10,000
Oakland, California. ....	10,000
Omaha, Nebraska. ....	10,000
Seattle, Washington. ....	10,000
Gary, Indiana. ....	10,000
Tulsa, Oklahoma. ....	9,600
Akron, Ohio. ....	9,000
Detroit, Michigan. ....	9,000
Milwaukee, Wisconsin. ....	9,000
Youngstown, Ohio. ....	9,000
Denver, Colorado. ....	9,000
Median. ....	10,000

**TABLE 30. ASSISTANT SUPERINTENDENTS' SALARIES IN TWENTY CITIES, 1921-1922**

City	Salary
New York City, New York. ....	\$8250
Chicago, Illinois. ....	8100
Detroit, Michigan. ....	7680
Cleveland, Ohio. ....	6500
Baltimore, Maryland. ....	6000
Dallas, Texas. ....	6000
St. Louis, Missouri. ....	6000
Boston, Massachusetts. ....	6000
Oakland, California. ....	5500
Rochester, New York. ....	5500
Newark, New Jersey. ....	5500
Akron, Ohio. ....	5500
Jersey City, New Jersey. ....	5400
Seattle, Washington. ....	5100
Philadelphia, Pennsylvania. ....	5060
Birmingham, Alabama. ....	5000
Cincinnati, Ohio. ....	5000
Denver, Colorado. ....	5000
Milwaukee, Wisconsin. ....	5000
Pittsburgh, Pennsylvania. ....	5000
Median. ....	5500

**P**PROMOTE, then, as an object of primary importance, institutions for the general diffusion of knowledge. In proportion as the structure of a government gives force to public opinion, it is essential that public opinion should be enlightened. —Washington in his Farewell Address.



**TABLE 31. SALARIES OF PRINCIPALS OF HIGH SCHOOLS, 74 CITIES WITH POPULATION 25,000 TO 100,000, 1920-1921**

State and city	Actual salary	State and city	Actual salary
United States (Median)	\$3775	United States (Median)	\$3775
<i>California</i>		<i>New Jersey</i>	
Berkeley . . . . .	\$3920	Atlantic City . . . . .	\$4500
Long Beach . . . . .	4200	Bayonne . . . . .	5000
Pasadena . . . . .	5000	East Orange . . . . .	4900
Sacramento . . . . .	4200	Elizabeth . . . . .	4000
San Jose . . . . .	4000	Hoboken . . . . .	5060
Stockton . . . . .	3800	Passaic . . . . .	4400
<i>Colorado</i>		Perth Amboy . . . . .	3300
Pueblo . . . . .	3750	<i>New York</i>	
<i>Connecticut</i>		Binghamton . . . . .	4500
New Britain . . . . .	4300	Elmira . . . . .	3500
<i>Georgia</i>		Jamestown . . . . .	3800
Augusta . . . . .	4000	Mt. Vernon . . . . .	4750
<i>Indiana</i>		Niagara Falls . . . . .	3900
Evansville . . . . .	4500	Schenectady . . . . .	4000
Fort Wayne . . . . .	4000	Troy . . . . .	4000
Terre Haute . . . . .	2600	<i>North Carolina</i>	
<i>Illinois</i>		Charlotte . . . . .	2400
Cicero . . . . .	6000	<i>Ohio</i>	
Decatur . . . . .	3500	East Cleveland . . . . .	4000
Peoria . . . . .	3100	Hamilton . . . . .	4000
Rockford . . . . .	3500	Springfield . . . . .	3200
<i>Kansas</i>		<i>Oklahoma</i>	
Wichita . . . . .	4500	Oklahoma City . . . . .	5000
<i>Massachusetts</i>		<i>Pennsylvania</i>	
Brockton . . . . .	4000	Allentown . . . . .	3000
Chelsea . . . . .	3300	Altoona . . . . .	3600
Everett . . . . .	4400	Chester . . . . .	3000
Holyoke . . . . .	4100	Harrisburg . . . . .	4500
Lynn . . . . .	3200	Johnstown . . . . .	3500
Malden . . . . .	3600	Lancaster . . . . .	2700
Medford . . . . .	3400	New Castle . . . . .	3000
Salem . . . . .	3500	<i>Tennessee</i>	
Somerville . . . . .	4100	Knoxville . . . . .	3000
<i>Michigan</i>		<i>Texas</i>	
Bay City . . . . .	3650	Beaumont . . . . .	3500
Davenport . . . . .	4500	El Paso . . . . .	3300
Hamtramck . . . . .	3000	<i>Virginia</i>	
Jackson . . . . .	3000	Lynchburg . . . . .	2915
Kalamazoo . . . . .	3255	Newport News . . . . .	3500
Lansing . . . . .	4000	Norfolk . . . . .	4000
Saginaw . . . . .	3300	Portsmouth . . . . .	3500
<i>Minnesota</i>		Richmond . . . . .	3850
Duluth . . . . .	3825	Roanoke . . . . .	2750
<i>Missouri</i>		<i>West Virginia</i>	
St. Joseph . . . . .	3600	Wheeling . . . . .	3300
<i>New Hampshire</i>		<i>Wisconsin</i>	
Manchester . . . . .	3500	Kenosha . . . . .	3500
		Racine . . . . .	4000

Read Table 31 as follows: The median salary being paid high-school principals in the 74 cities with a population between 25,000 and 100,000 was \$3775 in 1920-21. The city of Berkeley, California, paying \$3920, was \$145 above the median.

These figures are for the year 1920-21 and are furnished by the U. S. Bureau of Education. All cities for which data were available are included. It is likely that 1921-22 figures, if available, would closely approximate these figures.

## TEACHERS' SALARIES AND COST OF LIVING

When the war began teachers were generally underpaid. Approximately fifty per cent were receiving salaries of less than \$500. Increases granted during the war period were insufficient to balance the rise in the cost of living. In 1918 the average salary had but seventy-one per cent of the purchasing power of the pre-war salary. Increases granted since 1918 have served merely to restore the purchasing power of teachers' salaries. Additional increases must be given if there is to be any "real" increase in the teachers' salary and if any real progress is to be made towards paying a professional wage. These facts are realized by but a small percentage of the people of the country. It is the duty of the teaching profession to acquaint the country with the facts.<sup>1</sup> The subsequent tables contain data and suggest methods that should be useful in doing this.

<sup>1</sup> See Report of the Salary Committee, 1922 (Sub-committee on Salaries, Tenure, and Pensions), for an excellent statement of the relationship of the increases that have been granted teachers and the rise of the cost of living.

**TABLE 32. PURCHASING POWER OF SALARIES**

Year	Average salary of teachers of U. S. <sup>1</sup>	Index of average salary	Index of cost of living <sup>2</sup>	Purchasing power of salary or "real wage"	Teachers salary in a large city	Index of average salary	Index of cost of living	Purchasing power of salary or "real wage"
1	2	3	4	5	6	7	8	9
1913..	515*	100	100	100	1143	100	100	100
1914..	525*	102	103	99	1160	101	103	99
1915..	543	105	105	100	1167	102	105	97
1916..	563	109	118	92	1204	105	118	89
1917..	599*	116	142	82	1257	110	142	77
1918..	635	123	174	71	1327	116	174	67
1919..	736*	143	199	72	1483	130	199	65
1920..	837	163	200	81.5	1703	149	200	74.5
1921..	987*	192	174	110	1809	158	174	91
1922..	1017*	197	173	114	1848	162	173	94

<sup>1</sup> These figures are from U. S. Bureau of Education Reports. Those marked with an asterisk are estimated.

<sup>2</sup> See U. S. Bureau of Labor Statistics, Statement 1479, p. 2, issued May 4, 1922. The average cost of living for 1913 is the base, the figure for each succeeding year is for the month of December, except 1922, which is an average of the months of Sept. and Dec., 1921, and March, 1922.

Table 32 is explained as follows: The average salary of teachers in the United States for each year beginning with 1913 is given in column 2. Column 3 gives, with the average salary of 1913 as a base, figures representing the relative increase in the average salary each year. If the average salary of 1913, \$515, is represented by 100, the average salary of 1914, \$525, is represented by the figure 102, and so on. Figures in column 3, therefore, represent the percentage increase of the average salary for each year with 1913 as a base. Column 4 similarly gives index numbers representing the percentage increase in the cost of living. These figures show that to purchase a certain amount of a commodity in 1913, \$100 was required, to purchase the same amount of this commodity in 1914, \$103 was required, and so on.

The numbers in column 5 are obtained by dividing the figures in column 3 by those in column 4. The meaning of each one of the numbers in column 5 can be made plain by explaining the significance of one in detail. Let us consider "71", found in column 5 after the year 1918. This means that the average salary received in 1918, \$635, had but 71 per cent of the purchasing power of the average salary received in 1913, \$515. That this statement is true may be proved as follows: The figures of column 4 show that the cost of living between 1913 and 1918 increased 74 per cent. Therefore, the average salary between 1913 and 1918 should have increased 74 per cent, or from \$515 to \$896. Such an increase in salary would have been just sufficient to meet the increased cost of living. Actually, however, the average salary of 1918 was \$635 instead of \$896. The former is but 71 per cent of the latter, or, in other words, the average salary of 1918 was but 71 per cent of what it should have been to give it the same purchasing power as the average salary of 1913. The other figures of column 5 should be similarly interpreted.

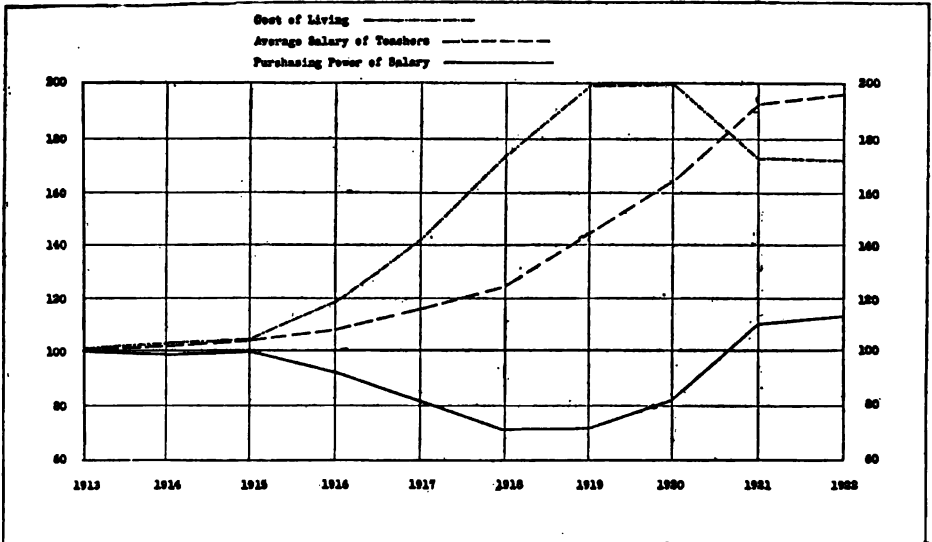


CHART 5.—PURCHASING POWER OF TEACHER'S SALARY, 1913 TO 1922

Chart 5 shows how such data may be represented graphically. The curve representing the percentage increase in the average salary of teachers is based upon the figures of column 3, of table 32. The curve representing the changes in the cost of living is based upon the figures of column 4. The third curve, representing the relative purchasing power of the average salary paid teachers in the United States, is based upon the figures of column 5.

This chart shows that the rise in the cost of living during the war period was much more rapid than was the increase in the average salary paid the teachers of the country. Consequently, the purchasing power of the teachers' salary dropped rapidly and remained at a level considerably below that of 1913 until 1920 when, due to two factors, a drop in the cost of living and further increases in salary, it began to rise. In 1921 the purchasing power of the teachers' salary was slightly greater than in 1913. The same is true in 1922.

This method may be used in studying whether the increases in salary granted in a particular city, or local community, have been sufficient to offset the increased cost of living. This is done in the second half of Table 32. The figures in columns 6 to 9 correspond with those in columns 2 to 5, except that they concern the average salary paid teachers in a single city rather than in the country as a whole. Column 6 gives the average salary paid in the city concerned beginning with 1913. The figures of column 7 give the percentage increase for each year with the average salary of 1913 as a base. The numbers representing the increase in the cost of living in column 8 are the same as those in column 4. The figures given in column 9 are calculated in the same manner and have the same meaning as those in column 5. They show that the purchasing power of the teachers' wage in this particular city is still but 94 per cent of what it was in 1913. Additional increases in salary are justified in this city solely on the basis of giving the teachers' salary a purchasing power equal to that of 1913.

THE MOST important reform that is needed in connection with State taxation is the abolition of the discredited general property tax as a source of State revenue. . . Experience has demonstrated conclusively the impossibility of assessing such property fairly in complex industrial communities. Under these circumstances to continue the attempt to tax personal property is to bring the whole system of taxation into disrepute.—H. R. Seager, *Professor of Political Economy in Columbia University, in his Principles of Economics*, 1913, p. 521.

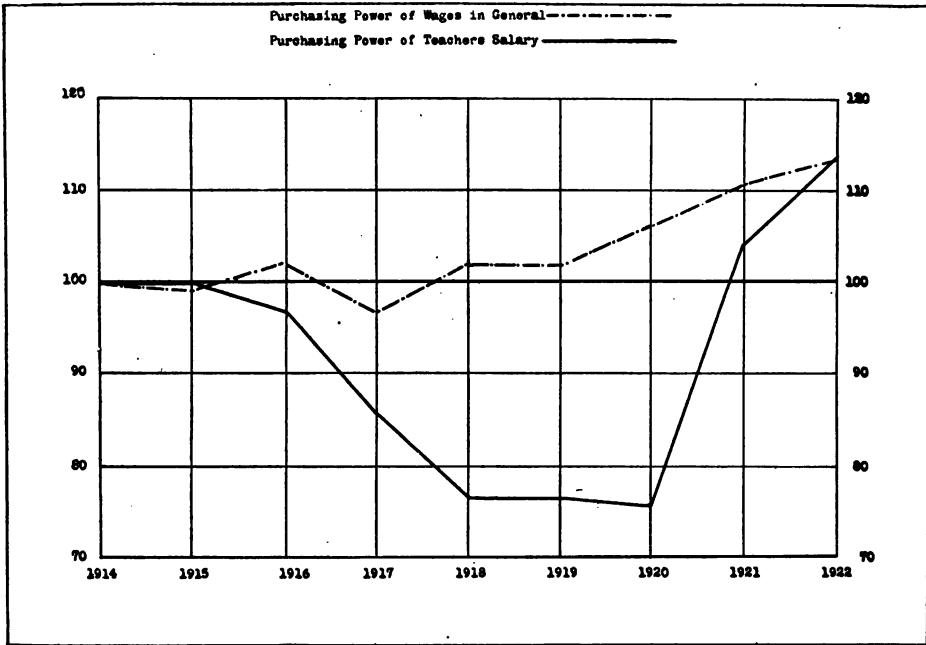


CHART 6.—PURCHASING POWER OF WAGES COMPARED WITH PURCHASING POWER OF  
TEACHER'S SALARY

Chart 6 shows the comparative changes that have taken place in the purchasing power of the teachers' salary and of wages in general since 1914. The data upon which this chart is based were obtained as follows: The figures found in Table 32 giving the average salary paid the teachers in the United States, are used as a basis for the curve representing the purchasing power of teachers' salaries. The methods used in calculating the purchasing power of teachers' salaries is similar to that employed in Table 32, except that the average salary of 1914 is used as a base rather than that of 1913. The changes in the purchasing power of wages in general are based upon the average weekly earnings of factory employees for New York State. These figures have been compared with the earnings in other states and with the figures for earnings collected by the Bureau of Labor Statistics, and are considered to be "the best indication of the course of wages which is available."<sup>1</sup> The curve representing the changes in the purchasing power of wages in general was determined by the same method used in calculating the purchasing power of teachers' salaries.

Considering the data presented in Table 32 and the indications of Chart 6 the following conclusions are justifiable concerning teachers' salaries.

1. Teachers' salaries throughout the war had less purchasing power than they did at the beginning of the war, whereas wages in general had greater purchasing power than they did at the beginning of the war.

2. Teachers' salary increases lagged far behind the rise in the cost of living and have only just recently returned to their pre-war purchasing value.

3. There is as yet an insufficient decline in the cost of living to justify any reduction in teachers' salaries on this basis.

4. Additional increases in salaries of teachers must be granted if there is to be any substantial increase in the purchasing power of the teachers' wage and if there is to be any compensation to teachers for their cheerful acceptance throughout the war of a salary greatly depreciated in purchasing power.

<sup>1</sup> They were made available to the National Education Association through the kindness of Mr. Ralph G. Hurlin, Director of the Department of Statistics of the Russell Sage Foundation. They are later to appear in a publication with other wage and price data.

**TABLE 33. AVERAGE SALARIES OF HIGH-SCHOOL TEACHERS IN 1917-1918 AND IN 1920-1921 AND PER CENT OF INCREASE IN CITIES WITH POPULATION OVER 100,000**

States	Average salary 1917-18	Average salary 1920-21	Per cent increase
1	2	3	4
United States	\$1723 <sup>1</sup>	\$2484 <sup>1</sup>	44.2
Alabama.....	\$1014	\$1586	56.4
California.....	1551	2330	50.2
Colorado.....	1410	2019	43.2
Connecticut.....	1287	1950	51.5
District of Columbia.....	1693	2165	27.9
Georgia.....	1229	1743	41.8
Illinois.....	2052	2552	19.8
Indiana.....	1272	2527	98.7
Kentucky.....	1203	1931	60.5
Louisiana.....	1096	2228	103.3
Maryland.....	1232	2136	73.4
Massachusetts.....	1717	2343	36.6
Michigan.....	1596	2251	41.0
Minnesota.....	1483	2034	37.2
Missouri.....	1687	2463	46.0
Nebraska.....	1337	1970	47.3
New Jersey.....	1924	2681	39.3
New York.....	2055	3181	54.8
Ohio.....	1633	2377	45.6
Oregon.....	1488	1920	29.5
Pennsylvania.....	1729	2400	38.8
Rhode Island.....	1478	2085	51.3
Virginia.....	1069	1639	53.3
Washington.....	1507	2191	45.4
Wisconsin.....	1531	2231	46.3

<sup>1</sup> Median of State averages.

Read Table 33 as follows: The median salary being received by high school teachers of the United States in 1917-18 was \$1723, in 1920-21, \$2484. This represents an increase of 44.2 per cent. Similar data are given for the various States of the Union.

It is probable that most of the increases in salaries received by high-school teachers since the war began came between the three years, 1917-18, and 1920-21. The increase in the cost of living since the beginning of the war has been considerably greater than 44 per cent. It seems probable, therefore, that the purchasing power of the high-school teacher's salary is less than at the beginning of the war, and that further increases are justified wholly on the basis of giving the salaries of high-school teachers a purchasing power equal to that possessed before the war.

The figures for each particular State are not in all cases based upon reports from the same cities for both years. They should, therefore, be considered as approximate rather than exact statements of the changes in the several States.

Data from which this table was derived were furnished by the U. S. Bureau of Education.

**TABLE 34. COMPARISON OF MINIMUM SALARIES OF ELEMENTARY SCHOOL TEACHERS IN 28 CITIES OF 100,000 POPULATION AND OVER, 1912-13 and 1921-22**

City	Minimum in 1912-13	Minimum in 1921-22	Per cent of increase
1	2	3	4
Grand Rapids, Mich.....	\$350	\$1200	243
Youngstown, Ohio.....	400	1250	212
Louisville, Ky.....	400	1200	200
Springfield, Mass.....	450	1300	189
Cincinnati, Ohio.....	450	1200	167
St. Paul, Minn.....	450	1200	167
Fall River, Mass.....	460	1220	165
Newark, N. J.....	580	1500	160
Trenton, N. J.....	440	1100	150
Reading, Pa.....	400	1000	150
Nashville, Tenn.....	380	800	110
New York, N. Y.....	720	1500	108
Scranton, Pa.....	495	1000	102
Boston, Mass.....	600	1200	100
Dayton, Ohio.....	500	1000	100
Denver, Colo.....	600	1200	100
Minneapolis, Minn.....	600	1200	100
Philadelphia, Pa.....	600	1200	100
Seattle, Wash.....	750	1500	100
Spokane, Wash.....	600	1200	100
WASHINGTON, D. C.....	600	1200	100
Worcester, Mass.....	500	1000	100
Cambridge, Mass.....	510	1008	97
Salt Lake City, Utah.....	480	900	87
Chicago, Ill.....	650	1200	85
Oakland, Calif.....	900	1500	67
San Francisco, Calif.....	840	1400	67
Milwaukee, Wis.....	876	1200	37
Median.....	\$505	\$1200	100
Increase in cost of living, 1913 to 1922.....			73

Read Table 34 as follows: Beginning in the upper left corner, Grand Rapids in 1912-13 had a minimum of \$350 which was \$155 below the median minimum of \$505 (see next to last line of table) paid in similar-sized cities. Between 1913 and 1922, Grand Rapids advanced its minimum to \$1200. Although this represented an increase of 243 per cent the present minimum of \$1200 only just equals the median minimum (see next to last line of table) of similarly sized cities. Grand Rapids is now in a position to compete with other cities on equal terms as far as its minimum salary is concerned. It was not in such a position in 1913. Since the cost of living increased 73 per cent in the same period there has been a real or "buying-power" increase as well as a "dollar" increase in the minimum salary paid in this city. Cities of this size generally have advanced their minima, so that there has been a 100 per cent median increase which means a buying-power increase when compared with the 73 per cent increase in the cost of living over the same period. For three of the 28 cities, however, Oakland, San Francisco and Milwaukee, although there have been "dollar" increases in their minima during this period, there has been a loss in the "buying" power of their minimum salaries. They are, therefore, in a less advantageous position in 1922 than they were in 1913 in competing with other cities in the employment of beginning teachers.

The salary data in this table were furnished by the U. S. Bureau of Education.

**TABLE 35. COMPARISON OF MAXIMUM SALARIES OF ELEMENTARY TEACHERS  
IN 27 CITIES WITH POPULATION OVER 100,000, 1913 and 1922**

Cities	Maximum salary paid 1912-13	Maximum salary paid 1921-22	Per cent increase
1	2	3	4
Scranton, Pa.....	\$745	\$2000	168
Milwaukee Wis.....	900	2400	167
Reading, Pa.....	700	1800	157
Chicago, Ill.....	1225	3000	145
Dayton, Ohio.....	700	1600	129
Spokane, Wash.....	1000	2150	115
Fall River, Mass.....	700	1500	114
Cambridge, Mass.....	804	1716	113
Minneapolis, Minn.....	1000	2000	100
Seattle, Wash.....	1050	2100	100
Youngstown, Ohio.....	900	1750	94
Newark, N. J.....	1300	2500	92
Denver, Colo.....	1150	2140	86
Trenton, N. J.....	990	1800	82
St. Paul, Minn.....	950	1650	74
Salt Lake City, Utah.....	1020	1750	72
Oakland, Calif.....	1200	2040	70
Worcester, Mass.....	1000	1600	60
Louisville, Ky.....	1000	1550	55
Nashville, Tenn.....	1010	1500	49
Cincinnati, Ohio.....	1600	2200	38
Boston, Mass.....	1476	2000	36
New York, N. Y.....	2400	3250	35
San Francisco, Calif.....	1500	2000	33
Springfield, Mass.....	1500	1900	27
WASHINGTON, D. C.....	1350	1600	19
Philadelphia, Pa.....	1795	2000	11
Median.....	\$1050	\$2000	82
Increase in cost of living, 1913 to 1922.....			73

Read Table 35 as follows: Beginning at the upper left corner, Scranton in 1912-13 had a maximum of \$745 which was \$305 below the median minimum of \$1050 (see next to last line of table) paid in similar-sized cities. Between 1913 and 1922 Scranton advanced its maximum to \$2000. Although this represents an increase of 168 per cent, the present maximum of \$2000 only just equals the median maximum (see next to last line of table) of similar-sized cities. Scranton is now in a position to compete with other cities on equal terms so far as its maximum salary is concerned. It was not in 1913. Since the cost of living increased 73 per cent in the same period, there has been a real or "buying-power" increase as well as a "dollar" increase in the maximum salary paid in this city. Cities of this size generally have advanced their maxima so that there has been a median increase of 82 per cent, which means a buying power increase when compared with the 73 per cent increase in the cost of living over the same period. For 12 of the cities, however, although there have been "dollar" increases in their maxima during this period, there has been a loss in the "buying" power of their maximum salaries. They are, therefore, in a less advantageous position in 1922 than they were in 1913 in competing with other cities in the employment of teachers.

The salary data in this table were furnished by the U. S. Bureau of Education.

Read Table 36 as follows: Milwaukee in 1912-13 had a median salary of \$876, which was \$51 above the median salary being paid in similar-sized cities as given at the foot of the table. The median salary paid in 1921-22, \$2294, represents an increase of 162 per cent over 1913.

Most cities included in this table have granted salary increases that give their elementary teachers a greater purchasing power in 1922 than they had in 1913. The increases granted by six of the cities, however, have been swallowed by the rising cost of living, and their 1922 salaries have less purchasing power than they had in 1913.

The figures for this table were obtained from the U. S. Bureau of Education.

**TABLE 36. COMPARISON OF MEDIAN SALARIES OF ELEMENTARY TEACHERS IN 36 CITIES WITH POPULATION OVER 100,000, 1913 and 1922**

Cities	Median salary paid 1912-13	Median salary paid 1921-22	Per cent increase
1	2	3	4
Milwaukee, Wis.....	\$876	\$2294	162
New York City, N. Y.....	1140	2808	146
New Orleans, La.....	650	1580	143
Newark, N. J.....	930	2110	127
Dayton, Ohio.....	700	1585	126
Cleveland, Ohio.....	800	1796	124
Philadelphia, Pa.....	900	2000	122
Fall River, Mass.....	700	1524	118
Scranton, Pa.....	660	1436	117
Worcester, Mass.....	750	1620	116
Paterson, N. J.....	750	1580	111
Louisville, Ky.....	650	1348	107
Providence, R. I.....	800	1650	106
WASHINGTON, D. C.....	750	1546	106
Cambridge, Mass.....	750	1540	105
Atlanta, Ga.....	613	1254	104
Cincinnati, Ohio.....	1000	1988	99
Denver, Colo.....	960	1872	95
Richmond, Va.....	595	1187	91
Grand Rapids, Mich.....	800	1498	81
St. Paul, Minn.....	900	1607	78
St. Louis, Mo.....	1032	1840	78
Salt Lake City, Utah.....	830	1400	69
Minneapolis, Minn.....	1000	1684	68
Oakland, Calif.....	1200	2020	68
San Francisco, Calif.....	1164	1920	65
Chicago, Ill.....	1175	1912	63
Seattle, Wash.....	1050	1703	62
Median.....	\$815	\$1563	105
Increase in cost of living, 1913-1922.....			73

Read Table 37 as follows: Chicago in 1913 paid the superintendent an annual salary of \$10,000, and in 1922 paid an annual salary of \$12,000. This represents a 20 per cent increase between 1913 and 1922. During the same period there was a 73 per cent increase in the cost of living. Therefore the purchasing power of the superintendent's salary of this city has been considerably decreased.

Referring to the summaries at the foot of the table, it will be noted that the median percentage of increase in salaries for superintendents between 1913 and 1922 was 41 per cent as compared with a 73 per cent increase in the cost of living. This means that the purchasing power of the salaries of superintendents was generally less in 1922 than in 1913.

The salaries paid superintendents in a few cities have been increased more than 20 per cent, however. In five cities the percentage increase has been 100 per cent, or over. In these cities, however, it will be noted that the superintendents in 1913 were all receiving salaries of \$4000 or less, which was below the median for that year. The high percentage of increase, therefore, merely indicates that the salaries of those superintendents have been increased so that they more nearly approximate those being paid in similar-sized cities.

The figures for this table were obtained from the U. S. Bureau of Education and from other reliable sources.



**TABLE 37. COMPARISON OF SALARIES OF CITY SCHOOL SUPERINTENDENTS  
IN 56 CITIES WITH POPULATION EXCEEDING 100,000, 1913 AND 1922**

City	Salary in 1913	Salary in 1922	Per cent of increase
1	2	3	4
Chicago.....	\$10000	\$12000	20
New York.....	10000	12000	20
Philadelphia.....	9000	12000	33
Pittsburgh.....	9000	12000	33
Jersey City.....	6500	10500	61
Oakland.....	4000	10000	150
Boston.....	10000	10000	0
Omaha.....	5400	10000	85
Newark, N. J.....	7000	10000	42
Buffalo.....	7500	10000	33
Cleveland.....	6000	10000	66
Seattle.....	7500	10000	33
Detroit.....	8000	9000	12
Youngstown.....	4000	9000	125
Milwaukee.....	6000	9000	50
Akron.....	4000	9000	125
Los Angeles.....	6000	8000	33
Denver.....	6000	9000	50
Indianapolis.....	5500	8000	45
Baltimore.....	5000	8000	60
Minneapolis.....	5500	8000	45
St. Louis.....	8000	8000	0
Rochester.....	5000	8000	60
Birmingham.....	5000	7500	50
Des Moines.....	4000	7500	87
Columbus.....	4000	7500	87
Trenton.....	3600	7000	94
Richmond.....	4000	6500	62
Toledo.....	5000	6240	24
Dayton.....	5000	6120	22
Washington, D. C.....	6000	6000	0
Bridgeport.....	4100	6000	46
Wilmington, Del.....	3000	6000	100
Cambridge.....	5000	6000	20
Worcester.....	4250	6000	41
Paterson.....	3600	6000	66
Albany.....	3000	6000	100
Syracuse.....	4000	6000	50
Providence.....	5000	6000	20
Houston.....	4000	6000	50
San Antonio.....	3600	6000	66
Salt Lake City.....	4800	6000	25
Spokane.....	4500	5800	28
Springfield, Mass.....	5000	5800	16
Grand Rapids.....	4000	5500	37
New Bedford.....	4000	5500	37
New Haven, Conn.....	4500	5000	11
Atlanta, Ga.....	3600	5000	38
Kansas City, Kans.....	3500	5000	42
Lowell, Mass.....	3300	5000	51
Norfolk.....	3250	5000	53
Louisville, Ky.....	5000	5000	0
St. Paul.....	5000	5000	0
Nashville.....	3600	4800	33
Reading, Pa.....	4000	4700	17
San Francisco.....	4000	4000	0
Median.....	\$5000	\$6370	41
Per cent increase in cost of living, 1913-22.....			73

**Table 38. Percentage of Increase in Cost of Living by Cities and Sections, December, 1914, to December, 1921.**

New York.....	78
Buffalo.....	77
Philadelphia.....	74
Boston.....	70
Portland, Me.....	69
Average, North Atlantic.....	74
Norfolk.....	79
Baltimore.....	73
Savannah.....	66
Washington.....	63
Average, South Atlantic.....	70
Detroit.....	82
Cleveland.....	76
Chicago.....	72
Average, North Central.....	77
Houston.....	74
Mobile.....	64
Average, South Central.....	69
Los Angeles.....	76
Seattle.....	71
San Francisco and Oakland.....	64
Portland, Oregon.....	58
Average, Western.....	67
Average, All Cities.....	71

Table 38 shows the increase in the cost of living in a number of cities in various sections of the country. The greatest increase is 77 per cent in the North Central section. The smallest increase is 67 per cent in the Western section, and the average increase for the country is given as 71 per cent, from December, 1914, to December, 1922. The figure for December, 1921, may be accepted as representative for the school year 1921-22. The figures for the cost of living in the early part of the school year, 1921-22, would be higher than the ones given and for the latter part of the school year would be somewhat lower.

The figures given are the official ones issued by the U. S. Department of Labor in statements 1458 and 1479, dated April 21, 1922, and May 4, 1922, respectively.

There has been a definite halt, however, in the decrease in the cost of living since December, 1921. "All the price indices show little change of late and some indicate a slight rise. . . . On April 15 (1922) living costs were practically identical with those of the month before, thus bringing to at least a temporary halt a decline which had been going on for nearly two years."—Quoted from *Literary Digest*, June 10, 1922, page 10.

**Table 39. Recent Changes in Cost of Living by Cities.**

City	Per cent of decrease from—	
	June, 1920 to March, 1922	Dec., 1921 to March, 1922
Boston.....	23.5	5.3
Buffalo.....	23.3	3.9
Philadelphia.....	21.2	3.5
Portland, Me.....	22.6	5.0
Average, North Atlantic.....	22.7	4.4
Baltimore.....	21.7	3.1
Norfolk.....	22.9	4.4
Savannah.....	25.1	5.6
Washington.....	22.1	3.8
Average, South Atlantic.....	22.9	4.2
Chicago.....	23.1	4.2
Cleveland.....	23.3	5.8
Detroit.....	26.0	4.3
Average, North Central.....	24.1	4.8
Houston.....	21.2	3.7
Mobile.....	24.7	4.8
Average, South Central.....	23	4.3
Los Angeles.....	14.5	2.3
Portland, Oregon...	24.0	3.8
San Francisco and Oakland.....	19.6	3.7
Seattle.....	20.5	2.4
Average, Western.....	19.7	3.1
Average, U. S.....	22.9	4.2

Table 39 gives figures for the decrease in the cost of living in a number of cities in various sections of our country. The greatest decrease between June, 1920, and March, 1922, is 24.1 per cent in the North Central section. The smallest decrease since June, 1920, is 19.7 per cent in the Western section. From December, 1921, to March, 1922, the largest per cent of decrease was 4.8 per cent in the North Central section and the smallest percentage of decrease was 3.1 per cent in the Western section.

This table shows that the decrease in the cost of living since 1920, the peak year, has been but a small percentage of the increase that took place during the war period. (See Table 46.) Figures collected since March, 1922, indicate that the decrease in the cost of living has halted at least for the present, since on April 15, 1922, living costs were practically identical with the ones for the month before. Some figures, in fact, indicate a slight rise since March, 1922.—*Literary Digest*, June 10, 1922, p. 10.

## RECENT TENDENCIES IN SALARY SCHEDULES

There have been radical changes in the salary schedules of practically all cities during the last few years. These changes were made for three reasons:

1. To give a fairer return for a professional service of great national importance.
2. To meet increases in the cost of living.
3. To attract newcomers to a badly depleted profession.

A basis for salary schedules was contained in the Salary Survey of the National Education Association published early in 1920.<sup>1</sup> The N. E. A. recommendations were based upon professional training without reference to merit. This carried a differential for all grades of academic training through the degree of Doctor of Philosophy.

The new salary schedules established within recent years may be roughly grouped in two classes:

1. The automatic type based upon, (a) Length of Service; (b) Grade Taught.
2. The single schedule type based upon (a) Professional Training; (b) Length of Service.

A good example of the first group is the New York schedule. This schedule is built upon automatic annual increases covering a period of 10 to 12 years. It is difficult to recognize merit except that a few of such cases may be promoted to higher positions, generally of an administrative nature.

The schedules based upon professional training fall into two groups represented by (1) the Cleveland type and (2) the Denver type. Table 43 gives a partial list of the cities that have recently adopted the schedules involving at least some of the principles of the single salary schedule.

The Cleveland schedule was built early in 1919-20 and presents the essential features of a schedule based upon professional training but still maintains the gradations of the old type. The principal features are:

1. An automatic schedule based upon minimum requirements, allowing certain regular annual increases for experience.
2. Additional allowances beyond the regular schedule for further professional training.
3. Automatic allowances or steps within each advanced group.

The Denver schedule was built during the latter part of 1920 and had the advantage of the experience of other cities. This is distinctly a single salary schedule, all teachers with equivalent training and experience are paid the same salary, whether they teach in elementary, intermediate or high school. The requirements provide for five degrees of standards of training ranging from normal training to holders of a master's degree, with provision for teachers now employed who have less than standard requirements.

A schedule recently suggested for the Detroit schools attempts to give a proper consideration for both professional training and merit. This schedule is based upon three factors:

1. Professional preparation.
2. Successful experience.
3. Rewards for meritorious service.

The type of school in which this teaching service is rendered does not affect the salary. On the basis of professional training all teachers, supervisors and administrative heads are divided into five classes as follows:

Class 1.—Successful completion of a two-years course in a recognized normal school.

Class 2.—Successful completion of a three-years course in a recognized normal school or its equivalent.

Class 3.—Successful completion of a four-years university course, including 30 hours of education, with a standard bachelor's degree.

Class 4.—Successful completion of five-years university course, including 50 hours of education, with a standard master's degree.

Class 5.—Successful completion of seven-years university course, including 60 hours of education, with a standard doctor's degree.

An automatic annual advance is provided for within each of these classes upon the basis of length of experience. The maximum being reached at the end of the eighth year.

After reaching the maximum in either of the first four classes, it is possible to advance further by additional preparation and study, or by rendering exceptional service. Additional advances granted upon these bases terminate at the end of three years unless the same quality of merit still exists. (The above is a revised and rearranged extract from Moehlman, Arthur B., *Survey of Salary Conditions in Cities, 1921-22*, Survey Committee of the Board of Education of the City of Detroit, November, 1921.)

<sup>1</sup> Evenden, E. S., "Teachers Salaries and Salary Schedules, 1918-19"; Commission on Emergency in Education, National Education Association, 1919.

**TABLE 40. PARTIAL LIST OF CITIES IN WHICH SOME FORM OF SINGLE-SALARY SCHEDULE HAS BEEN ADOPTED**

States—Cities	States—Cities
Alabama	Missouri:
Birmingham	St. Joseph
Arkansas:	Kansas City
Fort Smith	Nebraska:
Colorado:	Hastings
Denver	Lincoln
Pueblo	Omaha
Illinois:	North Carolina:
Chicago	Raleigh
Park Ridge	Washington
Streator	Ohio:
Iowa:	Cleveland
Des Moines	Cleveland Heights
Sioux City	Oberlin
Kansas:	Oklahoma:
Fort Scott	Muskogee
Lawrence	Pennsylvania:
Michigan:	Harrisburg
Adrian	Virginia:
Grand Rapids	Roanoke
Minnesota:	Washington:
Duluth	Spokane
Virginia	Wisconsin:
St. Cloud	Green Bay
Rochester	

**Personal Income-Tax Returns Filed for the  
Calendar Year Ended December 31, 1919.  
Distributed by Income Classes.**

Income classes	Number of returns
\$1,000 to \$2,000.....	1,924,872
2,000 to 3,000.....	1,569,741
3,000 to 4,000.....	742,334
4,000 to 5,000.....	438,154
5,000 to 6,000.....	167,005
6,000 to 7,000.....	109,674
7,000 to 8,000.....	73,719
8,000 to 9,000.....	50,486
9,000 to 10,000.....	37,967
10,000 to 11,000.....	28,499
11,000 to 12,000.....	22,841
12,000 to 13,000.....	18,423
13,000 to 14,000.....	15,248
14,000 to 15,000.....	12,841
15,000 to 20,000.....	42,028
20,000 to 25,000.....	22,605
25,000 to 30,000.....	13,769
30,000 to 40,000.....	15,410
40,000 to 50,000.....	8,298
50,000 to 60,000.....	5,213
60,000 to 70,000.....	3,196
70,000 to 80,000.....	2,237
80,000 to 90,000.....	1,561
90,000 to 100,000.....	1,113
100,000 to 150,000.....	2,983
150,000 to 200,000.....	1,092
200,000 to 250,000.....	522
250,000 to 300,000.....	250
300,000 to 400,000.....	285
400,000 to 500,000.....	140
500,000 to 750,000.....	129
750,000 to 1,000,000.....	60

**Income Tax Returns—Cont.**

Income Classes	Number of returns
1,000,000 to 1,500,000.....	34
1,500,000 to 2,000,000.....	13
2,000,000 to 3,000,000.....	7
3,000,000 to 4,000,000.....	6
4,000,000 to 5,000,000.....	.....
5,000,000 and over.....	5
Total.....	5,332,760

Reproduced from "Statistics of Income"  
issued by Treasury Department of the United  
States, 1922, insert p. 1.

**Corporations Taxes Calendar Year Ended  
1919**

Number of Corporations Reporting..	192,037
Invested Capital..	\$66,130,351,148
Net Income.....	\$9,305,769,954
Per Cent of Net Income on Invested Capital.....	14.07
Federal Income Taxes Paid.....	\$2,162,260,244
Per Cent Income on Invested Capital after deducting taxes.....	10.8

Reproduced from "Statistics of  
Income".

**TABLE 41. INCREASE, MAINTENANCE OR DECREASE IN SALARY SCHEDULES, CITIES UNDER 100,000, 1921-1922**

Per cent of Teaching force affected	116 Cities with population 25,000 to 100,000			488 Cities with population under 25,000		
	Number of cities reporting percentage increased	Number of cities reporting percentage maintained	Number of cities reporting percentage decreased	Number of cities reporting percentage increased	Number of cities reporting percentage maintained	Number of cities reporting percentage decreased
1	2	3	4	5	6	7
100.....	23	34	.....	48	137	2
90 to 99.....	5	8	.....	30	41	3
80 to 89.....	4	5	.....	25	33	.....
70 to 79.....	5	7	.....	32	27	1
60 to 69.....	4	5	.....	20	23	.....
50 to 59.....	5	2	1	33	36	2
40 to 49.....	4	3	.....	16	20	2
30 to 39.....	4	1	.....	19	11	1
20 to 29.....	9	.....	.....	41	45	13
10 to 19.....	10	3	3	42	32	21
1 to 10.....	2	4	2	24	20	23
0.....	41	44	110	158	163	420
Total.....	116	116	116	488	488	488

Read Table 41 as follows: A questionnaire sent out by the National Education Association in April, 1922, asked superintendents to "Estimate the per cent of teaching positions in your city in which salaries will be increased next year—; maintained next year—; decreased next year—."

Replies were received from 116 cities from 25,000 to 100,000 in population scattered throughout the country. Twenty-three of these cities reported that 100 per cent of their teachers would receive increases in salaries in 1922-23; and five cities reported that from 90 to 99 per cent of their teachers would receive increases. Thirty-four cities of the 116 reported that 100 per cent of their salaries would be maintained next year; and eight cities reported that from 90 to 99 per cent of their teachers would receive the same salary next year. One city reported that 50 per cent of its teachers would have salaries decreased; three reported that from 10 to 19 per cent of their teachers would have their salaries decreased.

Similar data are given in columns 5, 6, and 7 for 488 cities under 25,000 in population.

From the table the following conclusions may be drawn as to the salary outlook for 1922-23 in cities between 25,000 and 100,000 in population:

1. Forty-six of the 116 cities will increase from 50 to 100 per cent of the salaries of their teachers next year. This increase results either from the maintenance of a salary schedule that provides for automatic increases or from an actual raising of the whole schedule.

2. Sixty-one of the 116 cities report that from 50 to 100 per cent of their teachers will receive the same salary next year.

3. Only six of the 116 cities reported that any of their teachers would be decreased. Five of these six were to decrease the salaries of less than 20 per cent of their teachers.

Similarly for the cities under 25,000 in population:

1. 188 of 488 cities report that from 50 to 100 per cent of their teachers will receive increases.

2. 317 of the 488 cities report that from 50 to 100 per cent of their teachers' salaries will be maintained.

3. Only 68 of the 488 report that any of their teachers will be decreased and most of these report a small percentage to be decreased. (These decreases may not represent a lowering of schedules, but a replacement of experienced teachers with inexperienced teachers.)

**TABLE 42. CITIES OPERATING WITH AND WITHOUT FIXED SALARY SCHEDULES, 1921-22**

	49 cities of over 100,000 population		113 cities of population 25,000 to 100,000		547 cities of population under 25,000	
	Number of cities	Per cent	Number of cities	Per cent	Number of cities	Per cent
1	2	3	4	5	6	7
Having salary schedules . . . .	49	100	105	93	372	68
Operating without salary schedules . . . . .	0	0	8	7	175	32

Read Table 42 as follows: 49, or 100 per cent, of the cities over 100,000 in population have a fixed or automatic salary schedule. Read similarly for smaller cities.

**TABLE 43. SALARY SCHEDULES IN 1922-1923 AS COMPARED WITH 1921-1922**

Size of City	45 Cities with population over 100,000		130 Cities with population 25,000 to 100,000		548 Cities with population under 25,000	
	Number of cities	Per cent	Number of cities	Per cent	Number of cities	Per cent
1	2	3	4	5	6	7
Cities maintaining present schedule . . . . .	43	96	121	93	504	92
Cities adopting new schedule —higher or lower . . . . .	2 <sup>1</sup>	4	9 <sup>2</sup>	7	44 <sup>2</sup>	8

<sup>1</sup> Both these cities are granting increases.

<sup>2</sup> See table 42 for changes being made in schedules for cities of this size.

Table 43 shows that 43 cities, or 96 per cent of the cities with a population of over 100,000 answered "Yes" to the question, "Do you expect to maintain your present salary schedule next year?" and 2 cities, or 4 per cent, answered "No" on questionnaires sent out by the National Education Association.

Similarly for the 130 cities, 25,000 to 100,000 in population, 121, or 93 per cent, will maintain their present schedule, while 9, or 7 per cent, will adopt schedules either higher or lower.

**I**N THE FIRST place let us recognize that in all parts of this country public education is very, very far from being that which we should all like to see it, that in parts of the country it is almost unbelievably bad, that vocational education has scarcely begun to be recognized, that the amount of illiteracy and of near-illiteracy is alarmingly great, that attention to physical education throughout the country is almost negligible, that our large foreign population constitutes a serious problem for education and for society, that most country children do not have anything like a fair opportunity for education, that in many sections of the country short school terms made effective education all but impossible, that a large part of our teachers lack proper education, training, and experience—let us recognize all these and many other defects of education too numerous to catalog. They are conditions which cry aloud for reform in the appealing voices of children deprived of their rights as American citizens. They are undoubted and undoubted facts which cannot be ignored.—*Alexander J. Inglis, Professor of Education, Harvard University, Cambridge, Massachusetts.*

### DATA ON PROFESSIONAL STATUS OF TEACHERS

In the subsequent tables are given data that throw light upon the professional status of the teachers of our cities. The progress in the cities has been much greater than in the rural districts. Even in our cities much still remains to be done in making teaching a real profession.

**TABLE 44. AVERAGE PUPIL ENROLMENT PER ROOM, 1921-1922**

Number of pupils per room (Median)	Cities with population over 100,000		Cities with population 25,000 to 100,000			Cities with population under 25,000		
	Grade schools	Senior high	Grade schools	Junior high	Senior high	Grade schools	Junior high	Senior high
	38	25	35	30	27	36	34	25
Over 50						5	5	
50	1					6	4	2
49						3	1	
48						2		
47						6		1
46						4	2	
45	4		2			26	3	3
44						12	5	2
43	1		2			8		
42	3		7			24	2	1
41	1		2			6	1	
40	7		20	1	3	78	36	8
39	1		5	1		7	4	
38	4		12	6	1	41	10	
37	1		5	3		25	2	1
36	4		6	1	1	34	8	6
35	7	1	26	7	7	116	53	22
34	4		9	1	2	20	4	1
33			7	2	3	24	7	4
32	1		7	5	2	31	20	8
31			3	2	2	7	3	3
30	4	1	12	10	15	46	51	78
29			1	2	4	5	4	12
28				6	9	7	8	30
27		1		3	5	2	5	22
26			1	2	6	4	5	20
25		3	1	4	27	4	22	111
24					2		2	23
23		1			2		2	17
22		1		1	7		1	28
21					1		1	7
20			1	1	5		6	39
Under 20					1	1		12
Total number of cities...	43	8	129	58	105	554	277	461

Table 44 shows that the median average pupil enrolment per room in 1921-22, was 38 pupils per room in grade schools and 25 pupils per room in high schools in cities over 100,000 in population.

Similarly in cities with a population from 25,000 to 100,000 the median enrolment is 35 per room for grade schools, 30 per room for junior high schools, and 27 per room for senior high schools; and for cities under 25,000 in population the median is 36 per room for grade schools, 34 per room for junior high schools, and 25 per room for senior high schools.

One city of the 43 over 100,000 in population reports an average enrolment in grade schools of fifty pupils, four cities an average enrolment of forty-five pupils, etc.

The figures for this table were taken from questionnaires sent out by the Salary Committee of the National Education Association.

TABLE 45. LENGTH OF SCHOOL TERM, 1921-22

Number of days 1	50 cities with population over 100,000		102 cities with population 25,000 to 100,000		474 cities with population under 25,000	
	2 Number of cities	3 Per cent	4 Number of cities	5 Per cent	6 Number of cities	7 Per cent
190-200.....	43	86	56	50	69	14.6
180-9.....	7	14	46	41.1	330	69.6
170-9.....			9	8.	70	14.8
160-9.....			1	.9	4	8.
150-9.....					1	.2
Median group.....	190-200		190-200		180-189	

Read Table 45 as follows: In answer to the question "How many days are your schools in session this year?" on questionnaire sent out by the Salary Committee of the National Education Association, 43 cities, or 86 per cent, of those of over 100,000 population reported a session of from 190 to 200 days. Read the table similarly for cities smaller in population.

Table 46 shows changes in the cost of living since 1913. The peak was reached in 1920 when the cost of living had increased 116 per cent over that of 1913. The last figures available, those for March, 1922, show it still to be 67 per cent above the pre-war figure. Figures collected since March, 1922, indicate that the decrease in the cost of living has halted at least for the present, since on April 15, 1922, living costs were practically identical with the ones for the month before. Some figures, in fact, indicate a slight rise since March, 1922.<sup>1</sup>

These figures are those issued by the U. S. Department of Labor, Bureau of Statistics, Statement 1479, dated May 4, 1922, p. 2.

<sup>1</sup> Literary Digest, June 10, 1922, p. 10.

TABLE 46. COST OF LIVING-1913=100

Year	Index
Average for 1913.....	100
December, 1914.....	103
December, 1915.....	105
December, 1916.....	118
December, 1917.....	142
December, 1918.....	174
December, 1919.....	199
June, 1920.....	216
December, 1920.....	200
May, 1921.....	180
September, 1921.....	177
December, 1921.....	174
March, 1922.....	166

TEACHING is a calling which demands continual growth on the part of those engaged in it. The advance of our schools is so rapid that teachers who do not continue to increase their capacity for service in time cease to be of large usefulness to a system.—*Ellwood P. Cubberley.*

The United States Bureau of Education estimates that one-third of all teachers in the country attended summer school last year. The enrolment in all summer schools showed an increase of 32 per cent over 1920, and of 50 per cent over 1917. One of the largest publishing firms reports that teachers' books are now among the best sellers.

Ohio, Michigan, and Pennsylvania have enacted laws that within the course of five or six years will make it necessary for all communities to employ only those teachers having from one to two years of training beyond the high school. Largely increased salary schedules have been adopted to make this program possible.—*Burr F. Jones, Supervisor of Elementary Education, Massachusetts.*



**TABLE 47. AMOUNT OF TEACHING EXPERIENCE PREREQUISITE TO ELECTION AS TEACHER IN CITY SCHOOLS, 1921-22**

Grade of school and experience required		48 cities with population over 100,000		108 cities with population 25,000 to 100,000		521 cities with population under 25,000	
		Number of cities	Per cent	Number of cities	Per cent	Number of cities	Per cent
1	2	3	4	5	6	7	8
Grade Schools	No experience prerequisite.....	27	56.1	66	61	311	60
	Experience prerequisite.....	*21	43.9	*42	39	210	40
	Years of experience required						
	1 year....	7	37	19	49	114	55
	2 years....	9	47	19	49	90	42.3
	3 years....	2	11	1	3	3	1.4
Junior High Schools	4 years....	1	5	0	.....	1	.4
	5 years....	.....	.....	.....	.....	2	.9
	No experience prerequisite.....	.....	.....	44	52	165	53
	Experience prerequisite.....	.....	.....	41	48	147	47
	Years of experience required						
	1 year....	.....	.....	14	38	57	38.7
Senior High Schools	2 years....	.....	.....	22	59	79	53.7
	3 years....	.....	.....	1	3	6	4.1
	4 years....	.....	.....	0	.....	3	2.1
	6 years....	.....	.....	.....	.....	1	.7
	8 years....	.....	.....	.....	.....	1	.7
	No experience prerequisite.....	12	26	44	41	320	63
Senior High Schools	Experience prerequisite.....	*35	74	*64	59	185	37
	Years of experience required						
	1 year....	8	25	25	42	77	41.6
	2 years....	23	72	33	56	98	53
	3 years....	0	.....	0	.....	7	4
	4 years....	1	3	1	2	2	1
	5 years....	0	.....	0	.....	1	.4

\* A few cities answering "Yes" did not state number of years.

Read Table 47 as follows: A questionnaire sent out by the Salary Committee of the National Education Association asked the following questions: "Is teaching experience prerequisite to election in your schools? How many years' experience is prerequisite for election to: Grade schools? Junior High Schools? Senior High Schools?"

Twenty-seven, or 56.1 per cent, of the 48 cities over 100,000 population answered that no experience beyond the eighth grade was prerequisite, and twenty-one, or 43.9 per cent, answered that some experience was prerequisite. Of the latter, seven cities, or 37 per cent, require one year of teaching experience, nine cities, or 47 per cent, require two years, two cities, or 11 per cent, require three years, and one city, or 5 per cent, require four years of teaching experience. Read the table similarly for the other types of schools and groups of cities.

**TABLE 48. AMOUNT OF ACADEMIC AND PROFESSIONAL TRAINING ABOVE THE EIGHTH GRADE PREREQUISITE TO ELECTION AS TEACHER**

Grade of school and training required		45 cities with population over 100,000		133 cities with population 25,000 to 100,000		540 cities with population under 25,000		
		Number of cities	Per cent	Number of cities	Per cent	Number of cities	Per cent	
1	2	3	4	5	6	7	8	
Grade schools	No training prerequi- site. ....	1	2	.....	.....	16	3	
	Training prerequisite.		44	98	133	100	524	97
	Years of training required	1 year. ....	.....	.....	.....	.....	13	2.4
		2 years. ....	5	11.4	23	17.3	97	18.5
		3 years. ....	.....	.....	1	.7	6	1.1
		4 years. ....	1	2.3	5	3.7	69	13.0
		4½ years. ....	.....	.....	.....	.....	3	.5
		5 years. ....	.....	.....	11	8.3	58	11.6
		6 years. ....	37	84	92	69.3	272	51.9
		7 years. ....	1	2.3	.....	.....	1	.1
8 years. ....	.....	.....	1	.7	5	.9		
Junior High Schools	No training prerequi- site. ....	.....	.....	.....	.....	1	.3	
	Training prerequisite.		.....	.....	71	100	329	99.7
	Years of training required	1 year. ....	.....	.....	.....	.....	1	.3
		2 years. ....	.....	.....	7	9.9	50	15.2
		3 years. ....	.....	.....	3	4.2	11	3.4
		4 years. ....	.....	.....	4	5.6	23	7.0
		5 years. ....	.....	.....	1	1.4	15	4.6
		6 years. ....	.....	.....	33	46.5	162	49.2
		7 years. ....	.....	.....	7	9.9	20	6.0
		8 years. ....	.....	.....	16	22.5	47	14.3
Senior High Schools	No training prerequi- site. ....	.....	.....	.....	.....	.....	.....	
	Training prerequisite.		48	100	113	100	518	100
	Years of training required	1 year. ....	.....	.....	.....	.....	1	.2
		2 years. ....	.....	.....	.....	.....	4	.7
		3 years. ....	.....	.....	.....	.....	1	.2
		4 years. ....	4	8.4	22	19.5	93	17.9
		5 years. ....	.....	.....	.....	.....	10	1.9
		6 years. ....	1	2	6	5.3	21	4.1
		7 years. ....	.....	.....	3	2.6	10	1.9
		8 years. ....	43	89.6	80	70.8	365	70.5
		8½ years. ....	.....	.....	.....	.....	1	.2
9 years. ....		.....	.....	1	.9	9	1.8	
10 years. ....	.....	.....	1	.9	3	.6		

NOTE: In cities under 100,000 for grade schools three additional cities reported, training required ½ year, 18 weeks and 6½ years.

Read Table 48 as follows: A questionnaire sent out by the Salary Committee of the National Education Association asked the following questions: "Is academic and professional training beyond the eighth grade prerequisite to election in your schools?" "How many years of academic and professional training beyond the eighth grade are prerequisite to election in your graded schools? Junior High schools? Senior High schools?"

One city, or 2 per cent, of the 45 cities with a population of over 100,000 answered that no training beyond the eighth grade was prerequisite, 44 cities, or 98 per cent, answered that some training was prerequisite. Of the latter, 5 cities, or 11.4 per cent, require two years' training, one city, or 2.3 per cent, requires four years, thirty-seven cities, or 84 per cent, require six years, and one city, or 2.3 per cent, requires seven years' training. Read the table similarly, for the other types of schools and groups of cities.

TABLE 49. LEAVE OF ABSENCE FOR PROFESSIONAL STUDY WITH SALARY

Number of cities reporting and population	48 cities of population over 100,000		133 cities of population 25,000 to 100,000		560 cities of population under 25,000	
	Number of cities	Per cent	Number of cities	Per cent	Number of cities	Per cent
1	2	3	4	5	6	7
No leave allowed with salary.....	43	89.6	126	95	542	96.8
Leave allowed with salary.....	5	10.4	7	5	18	3.2

Read Table 49 as follows: In answer to the question: "Are teachers allowed leave of absence with salary to study for professional advancement?" forty-three, or 89.6 per cent, of the cities over 100,000 population replying, answered "No," and five, or 10.4 per cent, answered "Yes." Similar data are given for the other classes of cities.

There is great variation in the salary allowance given by those cities granting leave for study. Some allow as much as half salary for a full year, some give a small bonus for study that little more than covers the expenses of tuition. The period for service before one can qualify for leave varies considerably: Those cities granting a substantial percentage of the regular salary during the year's leave of absence require all the way from seven to ten years' service before a teacher is entitled to leave with salary.

Data for the table were obtained from questionnaires sent out by the Salary Committee of the National Education Association.

TEACHERS in many places have allowed themselves to become estranged from the public and from school patrons. Then when they are forced to realize that they can no longer meet their educational, social, and hygienic responsibilities upon the salaries received, they realize that this estrangement from the public is an obstacle to the recognition of their claims. They now face the task of justifying their claims by justifying their work and its results, as well as re-establishing the cordial relationships which make for mutual understanding and coöperation.

In order to do this it is necessary for teachers to know their own work, know its importance to social welfare, and consciously strive to interest the people of the community in their school and its problems, and interest them in such a way that they will insist upon having the best for their children and be willing to support the schools in such a way that this best may be secured.—*E. S. Evenden, Columbia University, Teachers' Salaries and Salary Schedules, Commission Series No. 6, p. 152.*

Read Table 50 as follows: 200 days' sick leave on half salary is allowed by one city as shown in column 3; a maximum of 200 days on one-third salary is allowed by another city. Read the table similarly for the 48 cities over 100,000 population represented in column 3. One city listed in column 4 allows 40 days per year sick leave on full salary; 3 cities in this column allow 30 days' sick leave a year on full salary, etc.

The summary at the foot of the table shows that it is the general practice among cities to grant sick leave with salary. Eighty-nine per cent of all cities over 25,000 reporting make such allowance, and 72 per cent of the cities under 25,000 make such an allowance. Ten days on full salary is the median allowance made by cities over 25,000 population, and 3 days a year on full salary is the median allowance made by those under 25,000. The table shows, however, that there is a great variation among the cities of the country in granting sick leave, both as to the number of days granted and the salary allowance made.

The allowance for sick leave is cumulative in 49 per cent of the cities between 25,000 and 100,000, and in 40 per cent of the cities reporting under 25,000 in population. Data on this point are not available for cities over 100,000.

The data for this table were obtained from answers to questionnaires sent out by the Salary Committee of the National Education Association.

TABLE 50. THE PRACTICE REGARDING GRANTING SICK LEAVE WITH SALARY ALLOWANCE, 1921-22

Sick leave		Number of cities of population over 100,000 granting allowance	Number of cities of population 25,000 to 100,000 granting allowance	Number of cities of population under 25,000 granting allowance
Number of days	Salary allowance			
1	2	3	4	5
200	Half salary.....	1	.....	.....
200	Third salary.....	1	.....	.....
65	Half salary.....	1	.....	.....
50	Half salary.....	1	.....	.....
40	Full salary.....	.....	1	.....
40	Half salary.....	1	.....	.....
30	Full salary.....	1	3	3
30	Half salary.....	.....	.....	2
25	Full salary.....	1	1	.....
25	Half salary.....	.....	1	.....
22	Full salary.....	1	.....	.....
20	Full salary.....	5	10	16
20	Half salary.....	7	5	5
18	Full salary.....	.....	1	3
15	Full salary.....	.....	15	4
15	Third salary.....	.....	1	.....
12	Full salary.....	.....	.....	2
10	Full salary.....	11	44	79
10	Half salary.....	5	4	13
8	Full salary.....	.....	1	2
7½	Full salary.....	.....	.....	4
7	Full salary.....	.....	2	6
6	Full salary.....	.....	3	6
5	Full salary.....	4	16	107
5	Half salary.....	1	1	3
4½	Full salary.....	.....	1	6
3	Full salary.....	.....	3	20
2	Full salary.....	.....	.....	21
1	Full salary.....	.....	.....	4
12 }	Full salary and half salary	.....	2	.....
28 }				
10 }				
10 }	Full salary and half salary	.....	1	3
5 }				
5 }				
5 }	Full salary and half salary	.....	2	6
5 }				
5 }				
* Miscellaneous.....	.....	2	4	22
All the time that is necessary on full salary.....	.....	.....	.....	20
All the time that is necessary on half salary.....	.....	.....	.....	7
"Indefinite time".....	.....	.....	2	18
"Reasonable time".....	.....	.....	.....	2
No allowance.....	.....	5	15	149
Number cities reporting.....		48	137	533
Number granting some allowance....		43	122	384
Per cent granting some allowance....		89.6	89.1	72
Number granting no allowance.....		5	15	149
Per cent granting no allowance.....		10.4	10.9	28
Median allowance.....		10 days' full salary	10 days' full salary	3 days' full salary

\* This group includes small allowances of sick leave with pay, but the conditions are of so much variation as to make detailed tabulation impracticable. In some cases the sick leave allowance is not paid for until the end of the year.

TABLE 51.—STATE TENURE LAWS

State	Application	Probationary period	Procedure for removal	Appeal	Date of enactment and references
1	2	3	4	5	6
California.....	District employing at least 8 teachers.	2 years	Board gives 10 days' written notice stating charges, and time of hearing. Teacher may have counsel and witnesses. If charges proved, dismissal on majority vote of Board.	Court of competent jurisdiction on question of fact and law.	1921. School Laws 1921, Sec. 1609, Art. 7, pp. 129 to 134.
Colorado.....		3 years	Charges filed with Secretary of Board of School Directors. 30 days' notice to teacher before hearing. If dismissal recommended by Superintendent or principal, teacher may be dismissed without hearing on two-thirds vote of Board.		1921
Maryland.....	State-wide	2 years	Written charges by County Board on recommendation of County Superintendent. 10 days' notice given to teacher.	State Superintendent, if Board is not unanimous.	1921. Public School Laws.
Massachusetts...	Every town except Boston.	3 years	Notice given to teacher 30 days prior to school committee meeting. Dismissal on two-thirds vote if Superintendent has recommended dismissal. Notice of charges against teacher to be given on request.	None provided for.	1914. General Laws Relating to Education; 1921, Chap. 79, Sec. 42, pp. 39-41.
Montana.....	State-wide	3 years	Majority of Board gives written notice before May 1st.	County Superintendent.	1915. School Laws.
New Jersey.....	State-wide	3 years	Charges filed with Board of Education. When examined and found true, reasonable notice given teacher, who may be represented by counsel.	Commissioner of Education, State Board of Education.	1910. School Laws 1914, Chap. 243; Laws 1918, Sec. 116.
New York.....	City School Systems.	1-3 years	Hearing by Board of Education after reasonable notice. Dismissal by affirmative vote of majority of Board. May be represented by counsel.	Commissioner of Education.	1917. Education Law, 1921, Sec. 550-68; Sec. 872.
Oregon.....	Districts having population over 20,000	2 years	Written notice of charges given teacher 10 days previous to hearing. Teacher may be represented by counsel. If five of seven members of Board concur, dismissal is final.	If less than five members of Board vote for dismissal, appeal may be made to three commissioners.	1913. School Laws, 1921, Chap. 10, Sec. 391-404.

The data of Table 51 are a condensation of material given on State tenure laws in two other studies, one by Charles Kettleborough, Indiana Legislative Reference Bureau, the other by the Sub-committee on Tenure of the N. E. A. Committee on Salaries, Tenure and Pensions, 1922. The latter table may be referred to in the printed report of the Sub-committee on Tenure, where it is printed in full, and gives in well arranged form a more detailed summary of state tenure laws. This report also contains the new California Tenure Law "which has a number of excellent features, and a copy of a bill presented to the Ohio State Legislature—considered by many to be the best legislative measure upon this subject that has yet been prepared."

TABLE 52. CITIES REPORTING TENURE LAWS  
1921-22

51 cities with population over 100,000		23 cities with population 25,000 to 100,000	
Cities reporting tenure law	Cities reporting no tenure law	Cities answering Yes	Cities answering No
<i>*California</i> Los Angeles San Francisco <i>Connecticut</i> New Haven <i>Illinois</i> Chicago <i>Maryland</i> Baltimore <i>*Massachusetts</i> Boston Cambridge Fall River Lowell New Bedford Springfield Worcester <i>Michigan</i> Detroit <i>Minnesota</i> Minneapolis <i>Nebraska</i> Omaha <i>*New Jersey</i> Jersey City Newark Paterson Trenton <i>*New York</i> Albany New York Rochester Syracuse <i>Ohio</i> Toledo <i>Rhode Island</i> Providence <i>Wisconsin</i> Milwaukee <i>District of Columbia</i> Washington	Alabama Birmingham <i>*Colorado</i> Denver† <i>Connecticut</i> Bridgeport <i>Georgia</i> Atlanta <i>Indiana</i> Indianapolis <i>Iowa</i> Des Moines <i>Kentucky</i> Louisville <i>Kansas</i> Kansas City <i>Missouri</i> Kansas City St. Louis <i>Ohio</i> Akron Cleveland Columbus Dayton Youngstown <i>Pennsylvania</i> Philadelphia Scranton <i>Tennessee</i> Nashville <i>Texas</i> Fort Worth Houston <i>Utah</i> Salt Lake City <i>Virginia</i> Richmond <i>Washington</i> Seattle Spokane	<i>California</i> Berkeley Fresno Pasadena Riverside Sacramento San Diego San Jose Santa Barbara <i>*Colorado</i> Pueblo <i>Illinois</i> Bellville <i>Indiana</i> Vincennes <i>Kentucky</i> Lexington <i>Michigan</i> Kalamazoo <i>*Montana</i> Butte Great Falls Helena Missoula <i>New York</i> Mount Vernon New Rochelle Utica <i>Rhode Island</i> Newport Pawtucket	<i>Arizona</i> Phoenix <i>Illinois</i> Springfield <i>Michigan</i> Grand Rapids <i>Montana</i> Helena <i>Nebraska</i> Lincoln <i>Nevada</i> Carson City <i>Ohio</i> Cleveland Heights <i>*Oregon</i> Eugene† <i>Pennsylvania</i> Harrisburg <i>Utah</i> Ogden <i>Wisconsin</i> Superior <i>Wyoming</i> Cheyenne
Number of cities. 27 Per cent..... 53	Number of cities. 24 Per cent..... 47	Number of cities. 11 Per cent..... 48	Number of cities. 12 Per cent..... 52

\* States thus indicated have State Tenure Laws. See Table 43.

† No city law, but State law.

Read Table 52 as follows: Referring to the summary at the foot of the table, twenty-seven, or 53 per cent, of the cities with a population of over 100,000, replied in the affirmative to the question: "Have you a Tenure Law?" Twenty-four, or 47 per cent, of the cities of this size replied in the negative. Similar data are given for cities between 25,000 and 100,000 in population.

The data in this table were obtained from questionnaires sent out by the Salary Committee of the National Education Association, and from the Report of the Committee on Tenure, Charl Ormond Williams, 1921, Addresses and Proceedings of the National Education Association.

**TABLE 53. PARTIAL LIST OF CITIES MAINTAINING TEACHERS' PENSION SYSTEMS**

<i>Colorado</i>	<i>Kentucky</i>	<i>New York—Con.</i>	<i>Rhode Island</i>
Denver	Louisville	Buffalo	Newport
Pueblo	<i>Louisiana</i>	Cohoes	Providence (Local and State)
<i>Connecticut</i>	New Orleans	Mt. Vernon	<i>South Carolina</i>
New Haven (Local and State)	<i>Maryland</i>	New York	Charleston
New London	Allegany Co.	Rochester	<i>Tennessee</i>
	Baltimore Co.	Syracuse	Chattanooga
	Baltimore	Westchester Co.	Nashville
<i>Delaware</i>	<i>Massachusetts</i>	<i>Ohio</i>	
Wilmington	Boston	Cincinnati	
<i>Georgia</i>	<i>Michigan</i>	Cleveland	<i>Utah</i>
Atlanta	Detroit	Columbus	Salt Lake City
<i>Illinois</i>	<i>Minnesota</i>	Dayton	<i>Washington</i>
Chicago	Duluth	Hamilton	Seattle
Peoria	Minneapolis	Springfield	Spokane (Local and State)
<i>Indiana</i>	St. Paul	Toledo	
Indianapolis	<i>Missouri</i>	Tiffin	<i>West Virginia</i>
Terre Haute	St. Louis	Youngstown	Wheeling
<i>Iowa</i>	<i>Nebraska</i>	<i>Pennsylvania</i>	<i>Wisconsin</i>
Des Moines	Omaha	Erie	Milwaukee
<i>Kansas</i>	<i>New York</i>	Harrisburg	<i>District of Columbia</i>
Topeka	Albany	Philadelphia	Washington
		Scranton	

Table 53 gives a list of cities operating under local pension systems. Teachers in some of these cities are wholly dependent upon their local systems, there being no State systems. Other cities are protected by both their local and State funds. Some cities have exercised the option which their State laws allow and have not come in under the State systems, but have continued their local system after the enactment of the State law.

Table 54 gives a list of twenty-five States that have passed pension laws. It is reported that 38 States in all have some form of pension law, but this has not been verified as yet.

The data for this table and for Table 52 were obtained from answers to questionnaires sent out by the Salary Committee of the National Education Association, from the Report of the Pension Committee of the National Education Association and from "Teachers Pension Systems" by Paul Studensky.

**Table 54. Partial List of States Maintaining Teachers' Pension Systems**

Arizona	New Hampshire
California	New Jersey
Connecticut	Nevada
Illinois	New York
Indiana	North Dakota
Maine	Ohio
Maryland	Pennsylvania
Massachusetts	Rhode Island
Michigan	Vermont
Minnesota	Utah
Montana	Virginia
Nebraska	Washington
	Wisconsin

<b>TABLE 55. CITIES REPORTING PENSION FUNDS, 1921-22</b>	52 cities of population over 100,000		25 cities of population 25,000 to 100,000	
	Number of cities	Per cent	Number of cities	Per cent
1	2	3	4	5
State Fund . . . . .	27	52	20	80
Local Fund . . . . .	16	30.7	1	4
Both State and Local Fund . . . . .	3	5.7	0	0
No Fund . . . . .	6	11.6	4	16

Read Table 55 as follows: Questionnaires sent out by the Salary Committee of the National Education Association asked the question "Do you have a Pension Fund?" Out of fifty-two cities of over 100,000 in population replying, twenty-seven, or 52 per cent, reported "State Funds," etc. Six, or 11.6 per cent, reported "No Fund."

See Table 52 for further data as to States and cities maintaining pension funds.

## REFERENCES FOR FACTS BEARING UPON EDUCATIONAL COSTS

The bibliography given below has been carefully selected. It contains references to the type of information for which many inquiries have been received by the Research Department. The Department will strive to keep in close touch with the material that has a bearing upon current educational problems and to make the best of it easily available to the members of the Association. This material will be regularly referred to in the pages of *The Journal*. Inquiries for special information to meet the needs of local situations may be addressed directly to Association headquarters.

### SALARIES

BONNER, H. R. "Salary Outlook for High-School Teachers." *The School Review*, Vol. XXX, No. 6, pp. 414-23, June, 1922.

A good statement of the salary outlook for high-school teachers resulting from a nation-wide study of the salaries paid high-school teachers in 1920-21. Several tables give salary data by states.

BALLOU, FRANK W. Salary schedules, 1920-21; cities of the United States of 100,000 population or over. Bulletin No. 19, National Education Association, Washington, D. C., 1922, 32 pages.

A complete survey of the minima, maxima, and annual increments of the salary schedules of forty-eight of the sixty-eight cities of this class. Includes data for teachers of all grades, principals, school nurses, school librarians, etc.

EVDEN, E. S. Teachers' Salaries and Salary Schedules in the United States, 1918-19. Commission Series No. 6, National Education Association, Washington, D. C., 1919, 170 pages.

Although the salary tables given are out of date, there is much material in this study that will be suggestive to the members of salary committees.

HART, IRVING H. "The Teachers' Wage." *Journal of the National Education Association*, Vol. XI, No. 3, p. 97. March, 1922.

An excellent local study in which the salary increases received in one state (Nebraska) are compared with the rise in the cost of living.

MOEHLMAN, ARTHUR B. "Annual Survey of Salary Conditions, 1921-22."

A survey of the salary conditions in seven of our largest cities with the needs of Detroit especially in mind. Contains suggestions for an improved salary schedule, embodying the best from the experience of other cities. The study is still in manuscript form.

MOEHLMAN, ARTHUR B. "A Survey of Teachers' Salaries." *Detroit Educational Bulletin*, No. 1, 1920.

Now somewhat out of date, but is a good example of a salary survey with the needs of a single city, Detroit, in mind. Contains an excellent analysis of the cost of living of various groups of teachers.

RICHARDSON, DIO. "Single Salary Schedules." *Journal of the National Education Association*, Vol. II, No. 6, June, 1922.

A brief statement of the operation of single salary schedules as revealed by answers to questionnaires sent to Superintendents of a number of cities in which single salary schedules are in operation.

SNOW, MYRA L. "Report of Sub-committee on Salaries, Tenure, and Pensions." National Education Association, Washington, D. C., 1922.

An excellent statement of the present salary situation as revealed by data compiled from a nation-wide survey. Indicates future steps to be taken in gaining a professional wage for teachers.

STRAYER, GEORGE DRAYTON. "Know and Help Your Schools." American City Bureau, New York, N. Y., 1920 and 1921.

This study appears in three parts. Inquiry No. 1 gives a great mass of data concerning salaries and experience of teachers resulting from a nation-wide survey of urban public schools. Inquiry No. 2 contains excellent information relating to school buildings and grounds, enrolment, and size of classes resulting from a nation-wide survey of urban public schools. Inquiry No. 3 gives information concerning power of boards of education with reference to the fixing of the budget, and also gives data concerning the distribution of public school expenditures for a large number of cities of the country.



## SCHOOL FINANCE

**ALEXANDER, CARTER.** Bibliography on Educational Finance. The Educational Finance Inquiry, 525 West 120th Street, New York, N. Y., May, 1922.

This is the most comprehensive bibliography on the general subject of school finance that has been prepared. It contains a list of previous bibliographies in this field. References are classified under headings such as "Accounting," "Aid and Apportionment," "Salaries," etc. Still in manuscript form; to be published for general circulation about January, 1923.

**ALEXANDER, CARTER.** Publicity Work for Better Support of Rural Schools.

This study is still in preliminary and manuscript form. It will contain information valuable to those charged with the task of gaining adequate financial support in rural communities. Available in final form early in the coming school year. Address the Research Department, N. E. A. headquarters, if interested.

**ALEXANDER, CARTER, and THEISEN, W. W.** Publicity Campaigns for Better School Support. World Book Company, Yonkers-on-Hudson, New York, 1921, 164 pages.

This book is intended to aid those struggling to secure adequate financial support for schools. It contains material, suggests methods, and states principles for those confronted with the task of "selling" schools to the public.

**BURGESS, W. RANDOLPH.** Trends of School Costs. Russell Sage Foundation, 130 E. 22d St., New York, N. Y.

A comprehensive study of the general trends of school costs since 1840. By the index number method changes in teachers' salaries are compared with changes in the cost of living and with salaries of other classes of workers from 1841 to 1920. Gives data to show that "as a result of recent price increases the purchasing power of the teachers' salary is less than at any other time since the Civil War period."

**FRASIER, GEORGE W.** The Control of City School Finances. The Bruce Publishing Company, Milwaukee, Wis., 1922, 132 pages.

This book is devoted to the thesis that school boards should be independent in fixing school budgets. Presents data to prove that school systems which are independent are more efficient than those where there is municipal control of expenditures.

**KEITH, JOHN A. H., and BAGLEY, WILLIAM C.** The Nation and the Schools. The Macmillan Company, New York, N. Y., 1920, 364 pages.

A collection of fact and argument designed to show that the Nation is, in a real sense, an educational unit, and that the Federal Government should assume a fair proportion of the cost of maintaining public schools.

**SEARS, J. B.** "The Literature and Problems of Public School Finance," Educational Administration and Supervision, VIII, 133-150, March, 1921.

A carefully prepared bibliography giving the general sources and the best recent literature on the topic of school finance.

**STRAYER, GEORGE DRAYTON.** "Know and Help Your Schools." (See Reference Under Salaries.)

**U. S. BUREAU OF EDUCATION.** "Statistics of State School Systems of 1919-20."

This bulletin will give data for 1919-20 similar to that given for 1917-18 in Bulletin, 1920, No. 11.

It has already been prepared by the Bureau of Education and is now in the hands of the government printer and will later be available for general distribution.

## GENERAL FINANCE

**MITCHELL, KING, AND OTHERS.** Income in the United States; its Amount and Distribution, 1909-1919. Harcourt, Brace & Co., New York, N. Y., 1921, 152 pages, \$1.25.

A careful estimate of the National income for the period covered, prepared by the staff of the National Bureau of Economic Research, Inc. Gives clear statement of methods used in making calculations. To be followed by a later volume covering this question in more detail, giving income by states, etc.

U. S. INTERNAL REVENUE. Annual Report of the Commissioner of Internal Revenue, Treasury Department, Washington, D. C., 1921.

This is the source of material concerning the amount of taxes collected by the Federal Government on incomes, luxuries and from other sources. Statistics are given by States.

U. S. INTERNAL REVENUE. "Statistics of Income." Compiled from the returns for 1919, Treasury Department, Washington, D. C., 1922.

This study was prepared under the direction of the Commissioner of Internal Revenue. It analyzes and interprets in readable form the returns from the personal and corporation income taxes of 1919.

#### PENSIONS

McINTYRE, W. W. "A Summary of the Law Providing for a State Teachers' Retirement System." Bulletin of Ohio State Teachers' Association.

The proposed Ohio law is considered by some to be the best tenure bill yet prepared. This gives an explanation of the law in non-legal terms.

STUDENSKY, PAUL. Teachers' Pension Systems in the United States. D. Appleton & Co., New York, N. Y., 1920, 460 pp., \$3.00.

A comprehensive study and discussion of the theories back of pension funds; traces the history of the development of pension funds in detail in states and cities. Contains suggestions and information as to method of procedure for the adoption of pension fund laws.

#### RECRUITING THE PROFESSION

GRAY, WILLIAM S. "Recruiting Capable Men for the Teaching Profession." *Phi Delta Kappan*, Nov., 1921, and April, 1922.

A careful inquiry as to why more men do not enter the teaching profession. A summary of some of the more important findings is given in the *Journal of the National Education Association*, Vol. XI, No. 2, pp. 77-79, February, 1922.

HEBB, BERTHA Y. Credit for Professional Improvement of Teachers. Teachers' Leaflet No. 16. U. S. Bureau of Education, Washington, D. C.

This bulletin reviews the situation in a number of cities concerning: (1) Extra Pay for Summer School Attendance; (2) Sabbatical Leave for School Teachers. It also contains extracts from schedules of a number of cities regulating the foregoing.

HERTZOG, WALTER SCOTT. State Maintenance for Teachers in Training. Warwick & York, Baltimore, 1921, 144 pages.

Reviews status of teaching profession and outlines the methods used in building up the teaching and other professions. States the advantages and disadvantages of subsidies for teacher training, and suggests terms of a State subsidy bill designed to recruit the teaching profession.

#### TENURE

UPDEGRAFF, HARLAN, and OTHERS. Report of Sub-committee on Tenure, Committee on Salaries, Tenure, and Pensions. National Education Association, Washington, D. C., 1922.

Contains excellent table summarizing provisions of State tenure laws. Gives in detail the provisions of the California Tenure Act and the proposed Ohio Tenure Law, which embody many good features.

WILLIAMS, CHARL O. Report of the Committee on Tenure. Addresses and Proceedings, pp. 145-155. National Education Association, Washington, D. C., 1921.

One of the best statements yet made of the factors involved in the question of tenure.

#### COST OF LIVING

U. S. DEPARTMENT OF LABOR, BUREAU OF LABOR STATISTICS.

Figures issued by this Bureau are the most easily available reliable statistics for changes in the cost of living. The figures are issued in the *Monthly Labor Review* and in frequent mimeographed "Statements." References to the best material on the cost of living may be obtained by addressing the Research Department of the National Education Association.

THE WAR has changed the world much more than we realize now, and has shown the need of change—of a progressive change—hereafter. And the need it has shown is the need of the privates in the ranks of humanity for a fuller life, and the need of the officers for a more chastened life, and a more intelligent one for both.

Moreover, the industrial world is awakening to the fact that its work is deadening—that it constitutes a social hardship and a social injustice because there is too much of it. And it is absolutely right. So we have left the twelve-hour day behind, and have arrived at the eight-hour day, and may arrive at the six-hour day.

But what will people in a six-hour day do with their leisure, with the four or more hours when they are not too tired to play at something or work at something else? For certainly those hours must be employed, and not at amusement parks or moving-picture shows, or walking streets, or gossiping, or looking for trouble along sex lines. What is the responsibility of schools in educating children in the employment of their free time?

Normally, the education of the individual never stops, and schools have to arrange so that the minds of the pupil *stay open*, and therefore fertilizable. It is the one test of their job. Otherwise sterility follows. . . .

It would seem that one of the most essential of the lessons of life is this—what to do with leisure time so that it shall always be re-creative; so that it shall always renew a right spirit within you. As a matter of fact, if our work was the work most suited to us, if we expressed ourselves very directly in our work and if we did not have too much of it, if we did not violate the dignity and the beauty of it by doing too much in order to secure larger rewards and a quicker recognition, if it was not so much competitive work and was more coöperative and intensely friendly and exhilarating, then recreation would only be a different kind of work.—*Edward Yeomans in Shackled Youth.*

# PUBLIC SCHOOL FINANCE IN MINNESOTA

SUMMARY OF A REPORT PREPARED FOR THE MINNESOTA  
EDUCATION ASSOCIATION COMMITTEE ON SCHOOL  
TAX AND SOURCES OF SCHOOL SUPPORT

BY

FLETCHER HARPER SWIFT,

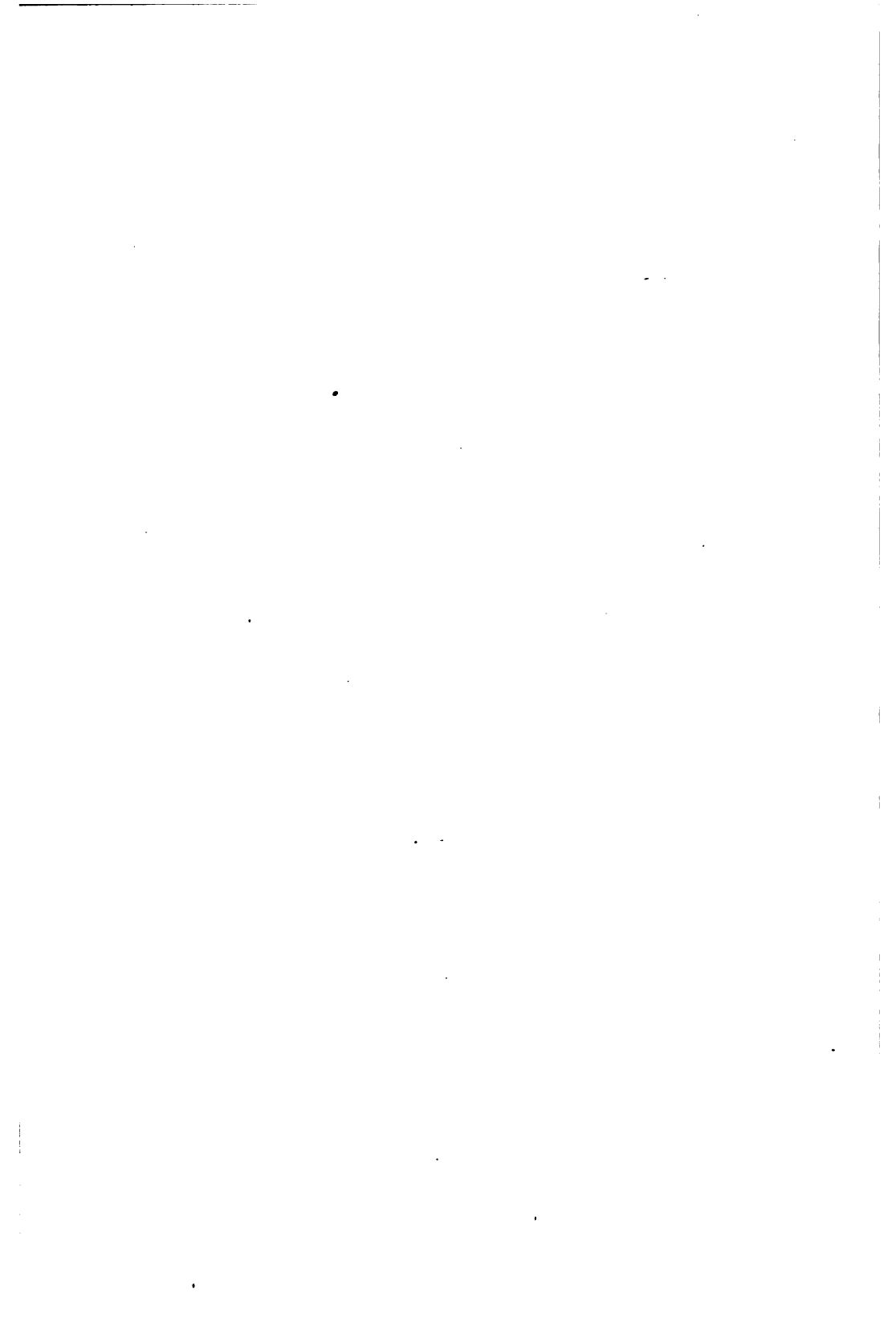
*Professor of Education in the University of Minnesota*

AND

FRANCES KELLEY DEL PLAINE,

*Author of "A History of Public School Support in Minnesota"*

MINNEAPOLIS, MINNESOTA  
October, 1922



## AUTHORS' EXPLANATORY NOTE

Most of the data used in preparing this report have been taken from unpublished tables furnished by the United States Bureau of Education, from unpublished tables compiled by the Minnesota State Department of Education, and from unpublished reports of Minnesota county auditors and county superintendents of schools on file in the office of the State Department of Education. Such unpublished data are always subject to corrections of two kinds: those made possible by fuller and later data, and those arising from the discovery of errors after the documents have been filed. Great care has been used to exclude all material containing obvious errors, and in many cases important data have been verified by personal correspondence with the various county officials. It has been deemed preferable to use facts for the most recent year available, even in spite of the difficulty involved in securing these facts from unpublished documents, rather than to be satisfied with published, but already out-of-date data. If any errors in individual cases have eluded the vigilance of the authors, such errors, it is believed, do not affect the solution viewed in the large, nor the soundness of the conclusions presented.

Grateful acknowledgments are due Commissioner McConnell and various members of the State Department of Education; to county superintendents throughout the state; to Superintendent Campton, of Two Harbors; and to Professor Dyer of the College of Agriculture for coöperation in the assembling of the data used in the present study.

The complete report on *Public School Finance in Minnesota*, from which the present brief summary is taken, will be printed in full in a forthcoming volume of a series of studies to be published by the University of Minnesota. The first volume of this series, *Public School Finance in California and Colorado*, will be ready for distribution November 1, 1922.



# **PUBLIC SCHOOL FINANCE IN MINNESOTA**

## **A CHALLENGE**

The citizens of Minnesota have long been in the habit of referring with great pride to her magnificent school system. Only recently, one of the leading citizens of our state was quoted in one of the Minneapolis daily papers as saying that Minnesota's school system is "ten years ahead of any other state corresponding to ours." Such a statement is a challenge to every state in the Union which considers itself comparable to Minnesota. It is also a challenge to Minnesota to make good on such a boast. Will such a boast bear investigation?

## **WHERE MINNESOTA STANDS**

It would seem that Minnesota ought to be willing to be compared with Iowa, North Dakota, Nebraska, South Dakota, and Wisconsin. If we take these five states together with Minnesota, we shall have a group of six. In this group, we find that in the year 1920, Minnesota stood fourth, or only two ranks from the bottom of the list as to the amount of money she spent for each child enrolled in school, fifth as to the percent of her school population actually enrolled, and sixth, i.e., last in the group, as to the length of school year in days.

The District of Columbia and forty-eight states give us forty-nine units composing our Union. Where does Minnesota rank in this group of forty-nine? The Federal Bureau of Education gathers facts covering the entire United States. The last year for which such facts have been gathered is the year 1920. These facts have not yet been published by the United States Bureau of Education, but are taken from tables furnished privately to the writers of the present account by the Bureau of Education.

Perhaps two of the most important questions in any democracy are: first, how many children of school age are in school, and second, how much schooling is being provided for them, or, in other words, how long is the school term?



In the year 1920, Minnesota's rank in the United States was twenty-fourth as to the percent of school population enrolled. Minnesota had an average school year of 160 days, and ranked thirty-third in the United States in this particular. This is actually below the average for the United States, which is 161.9 days, and compares very unfavorably with Iowa's average term of 174 days; Wisconsin's, of 175.3 days; and New York's, of 188 days. In 1921, the average pupil in Minnesota attended school 136.6 days, that is to say, six months, three weeks, and one day.

TABLE 1

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MINNESOTA'S RANK IN THE UNITED STATES AS  
TO PERCENT OF SCHOOL POPULATION  
ENROLLED AND LENGTH OF SCHOOL  
TERM 1890-1920

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Year	RANK IN THE UNITED STATES	
	Percent of School Popula- tion Enrolled	Length of School Term
1890.....	11	26
1900.....	17	9
1910.....	22	23
1920.....	24	33

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All data in this table are computed on the basis of totals given in the *United States Commissioner of Education Report*, 1911, II, p. 703; and upon unpublished data for 1920, furnished by the United States Bureau of Education.

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From the facts we have given, it is clear that in 1920, there were only twenty-four states in the Union which enrolled a smaller proportion of their children in public schools and only sixteen states which had a shorter average school year than Minnesota. Not only is this true, but Minnesota's position has grown steadily worse during the last thirty years,

for in 1890 she ranked far higher than in 1920, namely, eleventh in the Union as to the percent of her school population which she enrolled and twenty-sixth as to her length of school term. The story of Minnesota's steady decline in educational standing is told in Table 1.

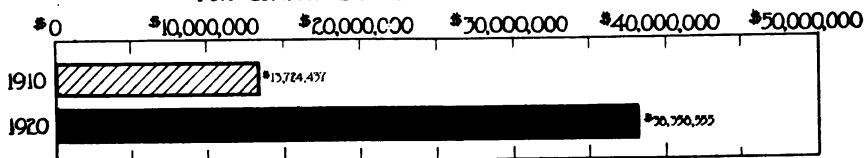
It begins to look as if Minnesota's pride in her public school system is a pride based upon ignorance of what other states are doing. It will later be shown that any such pride must be born of ignorance regarding the actual facts in Minnesota.

### MINNESOTA'S VAST INCREASE IN SCHOOL EXPENDITURE

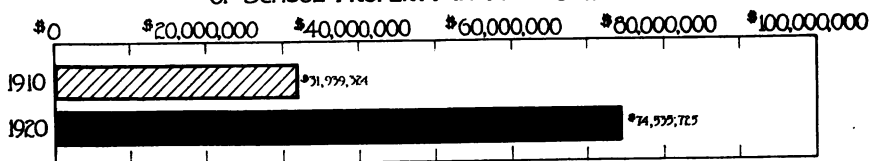
One matter about which the citizens of Minnesota are always talking is how enormously school costs have increased in the past ten years. Figure 1 shows how enormous this increase has actually been. Table 2 shows the same facts presented in a somewhat different form.

FIGURE 1

#### GROWTH OF TOTAL EXPENDITURE FOR COMMON SCHOOLS IN MINNESOTA



#### INCREASE IN TOTAL VALUE OF SCHOOL PROPERTY IN MINNESOTA



#### INCREASE IN TOTAL EXPENDITURE PER CHILD ENROLLED IN MINNESOTA

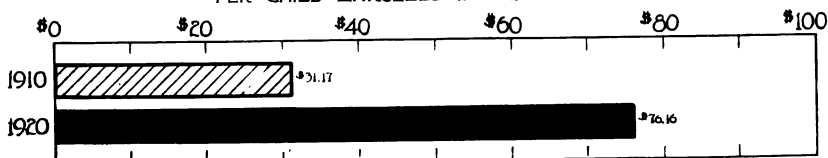


TABLE 2  
MINNESOTA'S INCREASE IN EXPENDITURE AND  
INVESTMENT FOR PUBLIC SCHOOLS, 1910-1920

Year	Expenditure		Value of Schoolhouses*	
	Total	Per Child	Total	Per Child
1920.....	\$38,358,555	\$76.16	\$74,535,725	\$149.99
1910.....	13,724,437	31.17	31,939,324	72.57
Increase ...	\$24,634,118	\$44.99	\$42,596,401	\$77.42
Percent of Increase..	179.5	144.3	133.2	106.7

\* No other school property valuations reported.

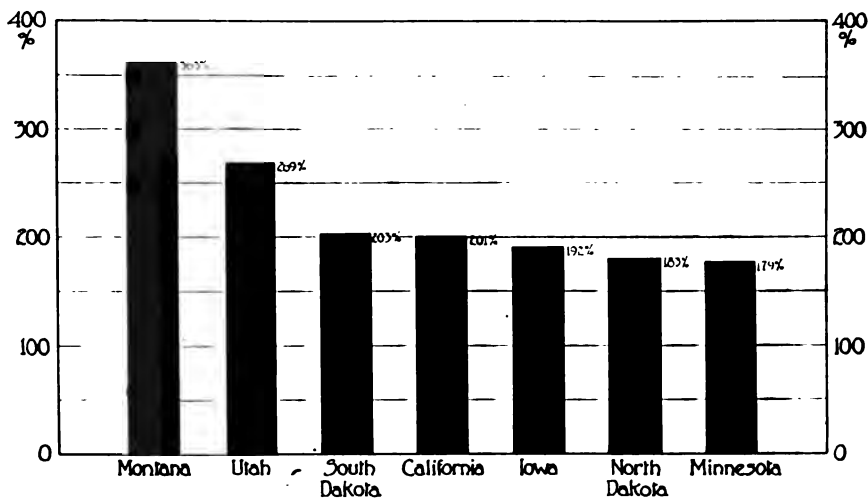
### HOW MINNESOTA'S INCREASE COMPARES WITH THAT OF OTHER STATES

Figure 1 and Table 2 show that Minnesota has made vast increases in her expenditures for public schools, whether we measure this expenditure in terms of totals or expenditure per child, but let us ask how Minnesota's percent of increase in total school expenditure compares with that of other states. For this purpose we have again chosen a group of states with which Minnesota ought to be perfectly willing to be compared, namely, Montana, Utah, South Dakota, California, Iowa, and North Dakota. Figure 2 tells the story.

From Figure 2, we see that Minnesota has little to boast of when compared with six other western states as to increase in the amount of money she is devoting to public schools. In 1920, Montana had increased her expenditure for public schools 363 percent over that of 1910; Utah, 269 percent; South Dakota, 203 percent; California, 201 percent; Iowa, 192 percent; North Dakota, 183 percent; and Minnesota 179 percent.

FIGURE 2

HOW MINNESOTA'S PERCENT OF INCREASE IN TOTAL SCHOOL EXPENDITURES  
COMPARES WITH THAT OF CERTAIN OTHER STATES  
1910-1920



### ABILITY VERSUS EFFORT TO PROVIDE SCHOOLS

The ability of a state, a county, or a district to provide schools does not depend chiefly upon its total assessed valuation. If two districts each have a valuation of \$20,000, and one of these districts has to educate 50 children, and the other, 150 children, it is easy to see that it would be very unfair to consider them equally able to provide schools of the same standard. One of these districts ought to provide at least two teachers, the other, at least six, allowing twenty-five pupils per teacher. For this reason, it is customary to take its wealth per child as the measure of the ability of a state, a county, or

a school district to provide schools. We may regard the wealth of the state, county, or district as a bank account upon which it may draw for the support of public schools, and the wealth per child as the bank account upon which it may draw for the education of each child.

In the same way, if we wish to compare communities as to their effort to provide schools, we may take expenditure per school child. Other measures of effort are the rate of school tax and the amount of money expended for schools on each \$1,000 of estimated wealth. Table 3 shows where Minnesota stands when compared with Iowa, North Dakota, Nebraska, South Dakota, and Wisconsin, as to ability to provide schools as measured by wealth per school child; as to effort measured by expenditure; and as to results measured by the percent of the school population actually enrolled in school, the percent of enrollment in daily attendance, and the average length of school year.

TABLE 3  
MINNESOTA COMPARED WITH FIVE NEIGHBOR-  
ING STATES AS TO ABILITY, EFFORT,  
AND RESULTS, 1919-20

Rank in Group of Six States						
	Ability	Effort		Results		
		Wealth per Child Enrolled	Expended on Public Schools for Each \$1,000 of Estimated Wealth 1920	Per Capita Expenditure for Each Child Enrolled	Percent of Population 5-18 Years Enrolled in Schools	Percent of Enrollment in Daily Attendance
Iowa .....	1	6	3	2	3	2
North Dakota ..	2	5	2	3	4	3
Nebraska .....	3	4	5	1	5	5
<b>Minnesota</b> .....	4	2	4	5	2	6
South Dakota ..	5	1	1	4	6	4
Wisconsin .....	6	3	6	6	1	1

From Table 3 we see that whereas Minnesota ranks fourth in a group of six middle west states in ability to provide schools and second as to the amount she spends on schools for each \$1,000 of estimated wealth, she ranks fifth as to the percent of her children enrolled and sixth as to length of school year.

It is evident that in proportion to her ability and in proportion to the effort she is making, Minnesota is getting far poorer results than most of the other states in this middle west group. Let us now ask the same question, regarding Minnesota when compared with the United States as a whole. Table 4 gives the answer.

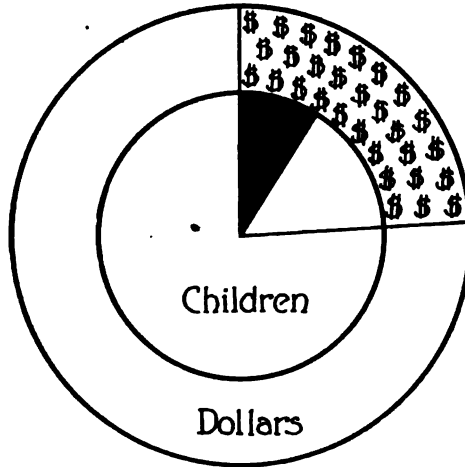
TABLE 4  
WHERE MINNESOTA STANDS AS TO ABILITY,  
EFFORT, AND RESULTS (1920)

Ability and Effort	Rank in United States	Results	Rank in United States
Wealth (true estimated 1920) per Child Enrolled .....	11	Percent of Population 5-18 Enrolled in Public Schools ....	24
Expenditure for Education for Each \$1,000 of the Estimated Wealth, 1920	16	Percent of Enrollment in Average Daily Attendance .....	19
Total Expenditure for Public Schools ....	11	Average Length of School Term in Days .....	33
Amount Expended per Child Enrolled ....	11		
Per Capita Value of School Property per Child Enrolled ....	13		

Looking at Table 4, we see that Minnesota ranks eleventh in the United States with respect to three things: wealth per child enrolled, total expenditure for public schools, and expenditure per child; thirteenth as to value of school property per child; and sixteenth as to expenditure for each \$1,000 of true estimated wealth. These are measures of ability and effort. How unsatisfactory are the results which Minnesota secures is shown by the facts listed under results; for, although Minnesota ranks eleventh as to the amount of money she spends for each child enrolled and sixteenth as to expenditure for each \$1,000 of her wealth, she ranks only twenty-fourth as to percent of children enrolled, nineteenth as to average daily attendance, and thirty-third as to length of school year.

FIGURE 3

### HOW MINNESOTA DIVIDES HER SCHOOL REVENUES 1920



24% OF MINNESOTA'S SCHOOL MONEY  
GOES TO 9% OF HER CHILDREN

These children all live in one county,  
St. Louis

How do we account for this situation? What is the explanation of the fact that Minnesota ranks relatively so high as to expenditure and so low as to results? Does it mean that Minnesota is getting a smaller return for what she spends on public schools than the United States as a whole and the individual states with which we have compared her? This may be in part true, but the real explanation is that Minnesota is spending 24 percent of her public school moneys on 9 percent of her children. These children all live in one county, St. Louis. The story of how Minnesota divided her school revenue in the year 1920 is pictured in Figure 3.

Throughout large regions of our state, school conditions are exceedingly bad. Expenditures are low and the facilities provided, desperately poor, but the amount of money expended in St. Louis County for high salaries and elaborate buildings raises the average for the entire state. If five men are hungry, and you provide one with a banquet and the other four with crusts, and then average the amount of money spent for food, the average will look exceedingly satisfactory on paper. But if you leave your account sheet behind you and go outside of the banquet hall to the four men sitting on cold stones and munching crusts, you will form a true conception of what you are doing—feeding one and starving four.

This is exactly what Minnesota is doing. She is providing luxurious palaces for a few hundred of her children and sending thousands of others to school in buildings which, when compared with these palaces, are, in many cases, little better than hovels. These facts must be borne in mind when we see Minnesota assigned a relatively high rank on the basis of state averages. We must bear in mind that behind these misleading averages and ranks is the story of the one banquet and the four crusts. This story is told emphatically in Table 5, which shows how school conditions of the state as a whole compare with those of St. Louis County.



TABLE 5  
HOW SCHOOL CONDITIONS OF THE STATE OF  
MINNESOTA AS A WHOLE COMPARE WITH  
THOSE OF ST. LOUIS COUNTY, 1920

	State as a Whole	St. Louis County
Enrollment—Total .....	503,597	47,157
Percent of Total.....	100	9
Total Expenditures (Exclusive of Bonds and Interest) .....	\$35,584,687	\$8,544,491
Percent of Minnesota's Total School Expenditures .....	100	24
Total Annual Expenditure per Child Enrolled .....	\$71	\$181.19
Average Number of Days Each Pu- pil Attended—Rural .....	96	136
High School .....	131	150
Average Annual Salary of Teachers	\$882	\$1,415
Average Monthly Wage of Women Teachers—Rural .....	\$74	\$85
High School .....	\$95	\$119
Percent of Teachers, Graduates of Normal Schools or Colleges.....	46	71
Percent of Teachers Not High School Graduates .....	14	9

Table 5 shows us that in 1920, whereas the average salary of teachers throughout the state was \$882, the average in St. Louis County was \$1,400. The state as a whole spends \$71 for each child enrolled. St. Louis County spends \$181. Only forty-six out of every one hundred teachers, taking the state as a whole, are graduates of a normal school or a college. In St. Louis County, seventy-one teachers out of every one hundred are graduates of a college or a normal school.

We have seen that Minnesota has little reason to be proud of what she is doing for her public schools and very little of which to boast. We have learned something of how the state as a whole compares with St. Louis County. Let us now try to get a few more of the facts.

### DEPLORABLE SCHOOL CONDITIONS IN MINNESOTA

It is bad enough to discover that Minnesota ranks twenty-fourth in the United States as to the number of children out of every one hundred of school age whom she succeeds in enrolling in school, and thirty-third as to the length of her school term. The situation appears even worse when we recall that from 1890 to 1920, her national rank went steadily down. But generalizations, however important, are, after all, not so convincing as the concrete facts and definite situations lying back of these generalizations.

In 1920, the State Board of Education published these facts in its report upon the revision of state aid:

Approximately 2,000 children in Minnesota are denied all educational opportunity. This condition exists not only in the northern part of the state, but also in the wealthiest counties in Minnesota, even in districts where the school tax is less than five mills.

Practically half the school children in Minnesota live in the country, consequently the facilities provided in rural schools give us an accurate idea of how well Minnesota is providing for fifty percent of her children. Twenty-one out of every one hundred teachers in rural and semi-graded schools are not even high-school graduates. In the report referred to above, the State Department gave an account of conditions brought to light by a survey of rural schools in six counties. This survey showed that 90 percent of the rural schools in these six counties had no play apparatus; 79 percent carried drinking water some distance; 60 percent did not have proper desks for all of the children; 37 percent had very poor light; and 51 percent were not even clean. Out of every twenty rural children, less than ten are in school on an average school day. Of these, nine are in a school without playground apparatus; six are in a school without proper desks for the pupils;

three do not have proper light to study by ; and five are in dirty schoolhouses.

### CONDITIONS IN NINE REPRESENTATIVE COUNTIES

In order to gain an accurate idea of actual conditions, an intensive study was made of nine representative counties. These counties were selected on the basis of their ability to provide school revenues, that is, on the basis of their wealth per school child in average daily attendance. The counties selected include the two richest, as measured by wealth per child ; the two poorest ; the two of approximately middle rank ; and those ranking 8, 22, and 66. Table 6 shows the counties selected, the wealth of each per child, and its rank among Minnesota's 86 counties on the basis selected.

TABLE 6  
NINE REPRESENTATIVE MINNESOTA COUNTIES  
(Selection based on ability to provide school revenues)

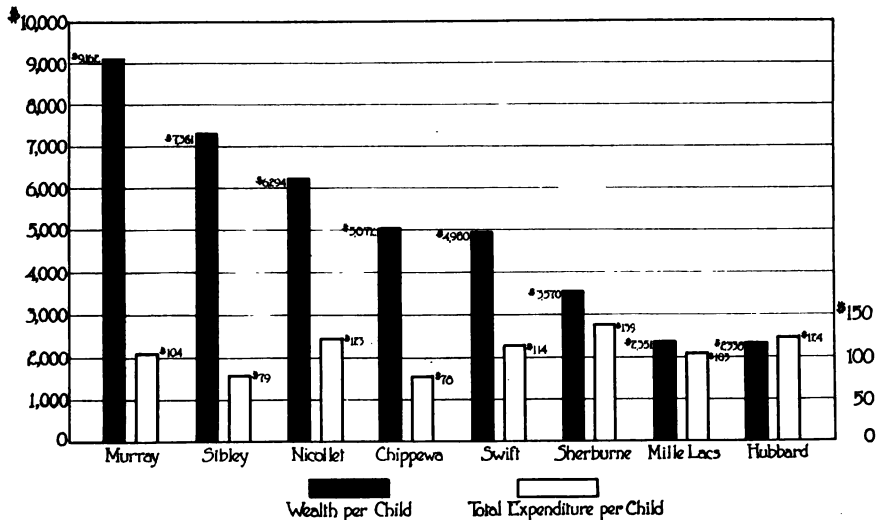
County	Wealth per Child or Ability To Provide Schools	
	Amount	Rank among State's 86 Counties
St. Louis .....	\$14,915.88	1
Murray .....	9,162.32	2
Sibley .....	7,361.88	8
Nicollet .....	6,294.12	22
Chippewa .....	5,072.58	43
Swift .....	4,980.95	44
Sherburne .....	3,570.40	66
Mille Lacs .....	2,351.99	85
Hubbard .....	2,338.27	86

Table 6 shows us the wide variations in the wealth lying within the different counties of Minnesota. It would be reasonable to expect that the expenditure for public schools in the various counties would be directly proportional to their wealth. How far this is from being the case is discovered as soon as we inquire what these counties are actually expending. In the year 1920-21, Sibley County, the county which ranks eighth richest in the state, measured on the basis of its wealth per child, spent only \$79 per school child; Sherburne, which ranks sixty-sixth, spent \$139; Mille Lacs, which ranks eighty-fifth, spent \$103; Chippewa, which ranks forty-third, spent \$78; and Hubbard, the poorest of all, spent \$124. Evidently there is something wrong with the Minnesota system of financing her public schools when we find such wide variations in the amount spent per child and particularly when we discover that the richer counties are, in many cases, spending less money than the poorer counties.

Figure 4 shows how eight Minnesota counties compared in the year 1921 with respect to their wealth per child in average daily attendance and their total expenditure per child.

FIGURE 4

WEALTH AND EXPENDITURE PER CHILD  
IN EIGHT MINNESOTA COUNTIES  
1921



It shows us that there is no reason at the present time for believing that because a county in Minnesota is rich, it will provide generously for schools. Hubbard, the least able of the eight counties shown in Figure 4, spends more money per child than any other county in the group, except Sherburne and Nicollet. Sibley, the second most able, spends less money per child than any other county except Chippewa, and exceeds Chippewa by only one dollar.

FIGURE 5

ABILITY AND EFFORT TO SUPPORT SCHOOLS  
IN NINE MINNESOTA COUNTIES  
1921-1922

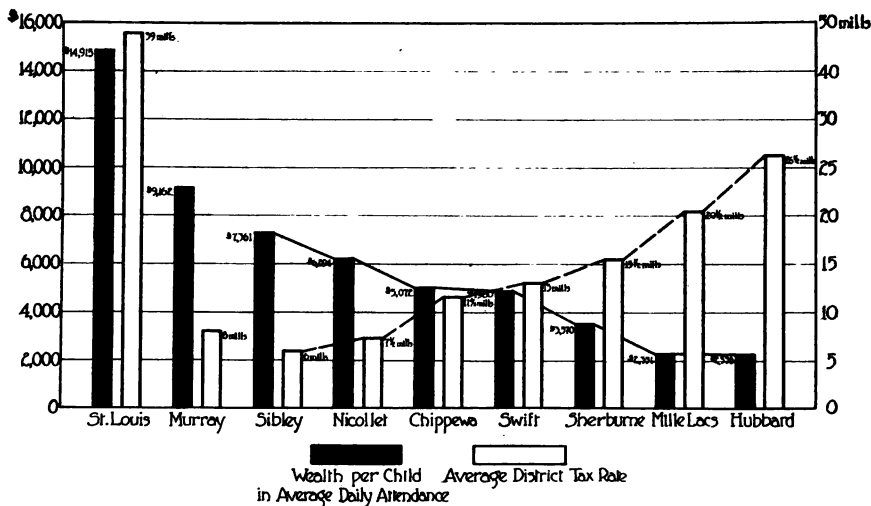


Figure 5 gives us an opportunity to see how ability to support good schools as measured by the wealth back of each child compares with the effort which is being made in nine counties. Beginning with the third county, the story is plainly told. The greater the wealth, the less the effort. Beginning with Sibley County, which ranks eighth in the state from the standpoint of its wealth per child, and ending with Hubbard County, the poorest of all, we find a steady increase

from 6 mills, which is the average school tax levied by the districts of Sibley County, to 26½ mills, which is the average district school tax in Hubbard County.

The complete story of Minnesota's school burden is told in seven chapters in Figure 6.

FIGURE 6

THE STORY OF MINNESOTA'S SCHOOL BURDENS  
TOLD IN SEVEN CHAPTERS  
—AS WEALTH DECREASES SCHOOL TAXES INCREASE—

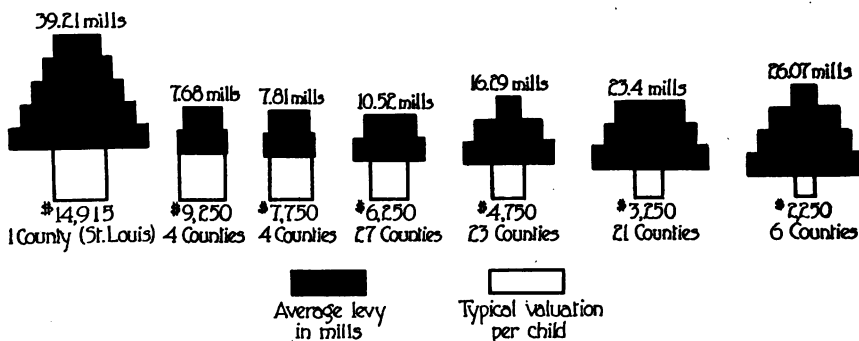
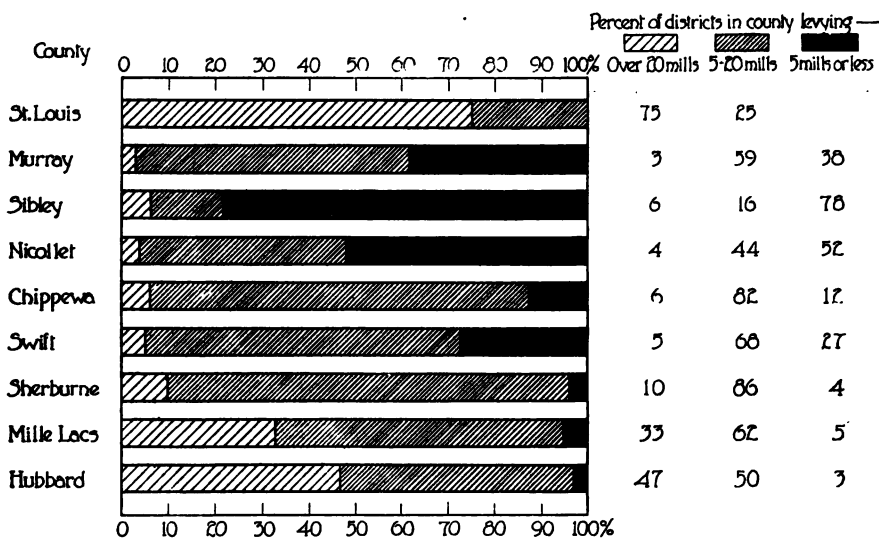


Figure 6 shows the counties of Minnesota arranged in seven groups. The small white square shows the average valuation per child of the counties included in each group. Resting on each of these is a figure representing the average school tax for maintenance levied by the districts of the counties included in the group. The average maintenance tax levied by the districts included in St. Louis County is over 39 mills. This is the highest average district tax rate levied in any county or group of counties in the state.

Turning to the second chapter of our story, we find that we have four counties with an average valuation per child of over \$9,000. The districts in these counties levy an average maintenance tax of 7.6 mills. From this point on, the story is the same. The lower the valuation, i.e., the less the ability, the heavier is the burden which must be borne under Minnesota's present system of school finance.

Figure 7 shows the percent of districts in the nine counties presented in Figure 6 which levy five mills or less, the percent levying between five mills and twenty mills, and the percent levying over twenty mills. Leaving St. Louis County out of our discussion, we discover that in Murray County, the second richest county in the state from the standpoint of the amount of wealth back of each child, only three districts out of one hundred levy over twenty mills; in Sibley County, six; in Sherburne County, ten; in Mille Lacs County, thirty-three; and in Hubbard County, forty-seven.

FIGURE 7  
RATE OF DISTRICT SCHOOL TAX  
LEVIED IN NINE MINNESOTA COUNTIES



The district tax situation in each county is shown in a rough way by the two maps in Figure 8. The map at the left shows for each county the percent of districts that levied five mills or less than five mills for maintenance in the year 1921. The white counties are those in which twenty-five or less than twenty-five percent of the districts levied five mills or less.

The lightly shaded counties are those in which from twenty-five to fifty percent of the districts levied a maintenance tax of five mills or less. The heavily shaded counties are those in which from fifty to one hundred percent of the districts levied five mills or less.

FIGURE 8

PERCENT OF SCHOOL DISTRICTS IN MINNESOTA COUNTIES  
LEVYING FIVE MILLS OR LESS FOR MAINTENANCE  
1921-1922



PERCENT OF SCHOOL DISTRICTS IN MINNESOTA COUNTIES  
LEVYING TWENTY MILLS OR MORE FOR MAINTENANCE  
1921-1922



0-25%      25-50%      50-100%

In the same way the map at the right shows the counties in which from fifty to one hundred percent of the districts levied a tax of more than twenty mills. These, as will be seen, are the heavily shaded counties. The lightly shaded counties are those in which from twenty-five to fifty percent levied more than twenty mills. The white counties are those in which twenty-five or less than twenty-five percent of the districts levied a tax of twenty mills.

Figures 7 and 8 show that a larger percent of the districts in St. Louis County levy a maintenance tax of twenty mills or more than in any other of the nine counties chosen. It must be remembered that a considerable proportion of the property in St. Louis County is owned by mining companies and that



levying heavy taxes upon such property represents no sacrifice on the part of the voters at the school meeting. Leaving St. Louis County out of our discussion, we discover that whereas in Murray County, which stands second in the state from the standpoint of the amount of wealth back of each school child, only three districts out of one hundred levy twenty mills or more; in Sibley, the eighth richest county, 6; in Sherburne, 10; in Mille Lacs, 33; and in Hubbard, the poorest county in the state, 47 districts out of each one hundred levy over twenty mills.

### CONDITIONS IN SCHOOL DISTRICTS

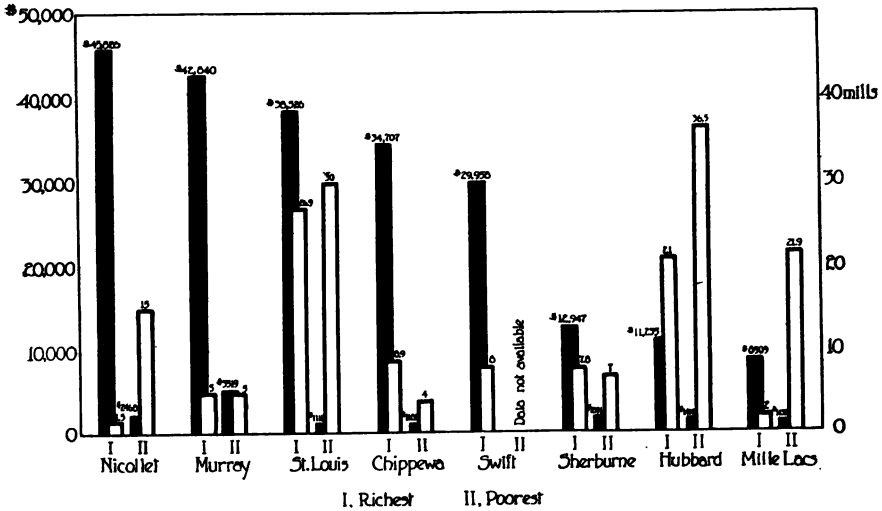
We have seen how enormous are the inequalities among the counties of Minnesota as to wealth, expenditure, and taxation for public schools. The situation is even worse when we turn to the districts within the counties. This will be discovered by comparing the richest with the poorest school district in the counties which we have already compared with each other. The reports of the State Department of Education group Minnesota school districts into two general classes: (1) common school or rural school districts; (2) high and graded school districts.

Figure 9 shows how the richest and poorest rural school districts in eight Minnesota counties compared in the year 1921-22 as to ability to support schools, i.e., wealth per child, and as to the effort they made to provide schools as measured by the district school tax.

Figure 9 shows us that whereas the richest rural district in Nicollet County has nearly \$46,000 back of each school child, the poorest district has less than \$2,500. The richest district in this county in 1921 levied a tax of a mill and one half; the poorest district levied fifteen mills. The richest district in Nicollet County is more than five times as rich as the richest district in Mille Lacs County, and nearly forty-five times as rich as the poorest rural district in Mille Lacs. Yet this poorest Mille Lacs district levies a tax more than fourteen times as heavy as the richest Nicollet district.

FIGURE 9

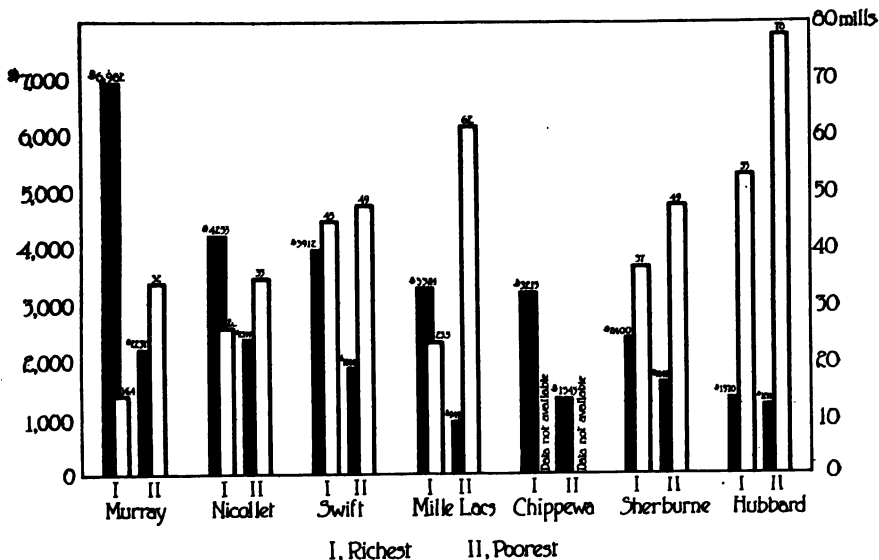
WEALTH PER CHILD AND SCHOOL LEVY  
IN RICHEST AND POOREST RURAL SCHOOL DISTRICTS  
IN EIGHT MINNESOTA COUNTIES  
1921-1922



It is unnecessary to prolong our discussion of Figure 9. The facts are too evident and too clearly presented to need enlarging upon. Attention should be called, however, to at least one more situation. St. Louis County is commonly thought of as being rich throughout. How far this is from the truth is seen from the fact that the poorest rural district in this county has a valuation per child of approximately \$1,100. Yet this district levies a tax of thirty mills, whereas the richest rural district in this county with a valuation of over \$38,000 per child levies less than twenty-seven mills. That there is little reason to believe the situation any better in high and graded school districts is shown by the story told in Figure 10.

FIGURE 10

WEALTH PER CHILD AND SCHOOL LEVY  
IN RICHEST AND POOREST HIGH AND GRADED SCHOOL DISTRICTS  
IN SEVEN MINNESOTA COUNTIES  
1921-1922



In Figure 10, we have presented the wealth per child and the maintenance tax rate in the richest and poorest high and graded school districts in seven Minnesota counties. The poorest of these districts is District 13 in Mille Lacs County, which has a valuation of less than \$1,000 (\$949) per school child. Yet this district levies a school tax of sixty-two mills, whereas the very richest district in the group, District 7 in Murray County, with a valuation of nearly \$7,000 per child, levies only a little over fourteen mills. In other words, District 13 in Mille Lacs County is only one-seventh as able to provide school revenues as District 7 in Murray County, yet levies more than four times as heavy a tax. The story is equally astonishing when we compare the richest and poorest district in each of the counties represented. In every case, it is the poorest district in the county which levies the heavy tax, and the richest district which levies the light tax.

## **CAUSES OF MINNESOTA'S DEPLORABLE EDUCATIONAL CONDITIONS**

Space does not permit us to continue further the account of county and district inequalities in ability and effort to provide schools. We have seen that our fair state can not stand comparison with many other states which every loyal citizen of Minnesota would claim she ought to outclass. We have seen that, compared with the United States as a whole, Minnesota ranks low as to length of school year and as to enrollment. More than this, we have seen that for the last thirty years, Minnesota's educational rank in these respects has steadily declined.

Let us now ask, What are the chief causes of Minnesota's deplorable educational situation? We answer without a moment's hesitation:

### **THE DISTRICT SYSTEM**

**MINNESOTA'S UNSCIENTIFIC METHOD OF APPOR-  
TIONING THE CURRENT SCHOOL FUND**

**AN INDEFENSIBLE SYSTEM OF STATE AID WHICH  
IGNORES BOTH ABILITY AND EFFORT**

**REFUSAL OF THE LEGISLATURE TO AVAIL IT-  
SELF OF EXPERT KNOWLEDGE**

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## **WHAT OPPORTUNITIES HAS MINNESOTA HAD OF GETTING SCIENTIFIC ADVICE AS A BASIS FOR REFORMING HER SYSTEM OF SCHOOL FINANCE?**

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1914—REPORT OF LEGISLATIVE PUBLIC EDUCA-  
TION COMMISSION

1918—KENT, "A STUDY OF STATE AID TO PUBLIC  
SCHOOLS IN MINNESOTA"

1920—KELLEY, "PUBLIC SCHOOL SUPPORT IN  
MINNESOTA"

1920—STATE BOARD OF EDUCATION, "REPORT  
UPON REVISION OF STATE AID"

**WHAT HAS THE LEGISLATURE DONE WITH  
THESE RECOMMENDATIONS?**

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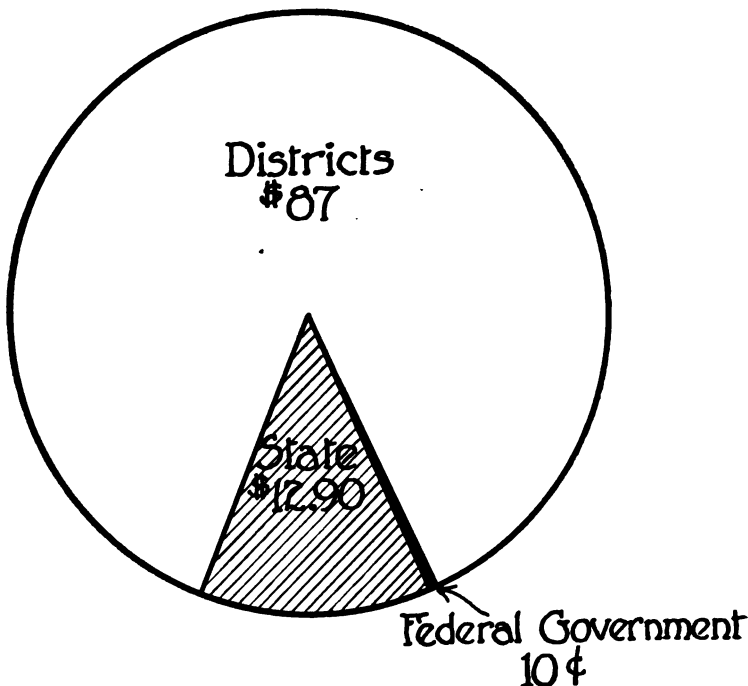
### THE DISTRICT SYSTEM

Of the chief causes of Minnesota's deplorable educational situation named above, the district system is the first. The district system is not only the most important of all these causes, but it is the fundamental defect in Minnesota's system and underlies all others.

That Minnesota's system of school support is essentially a district system, is shown by Figure 11 which shows that in 1921, the district furnished \$87 out of every \$100 provided for public schools.

FIGURE 11

WHERE EACH \$100 FOR MINNESOTA'S  
PUBLIC SCHOOLS CAME FROM IN 1921



There are in Minnesota at the present time nearly 8,000 school districts (7,980). It would be almost impossible to think of a more cumbersome system or of one which by its very nature breeds and perpetuates greater inequalities of every sort. Not only do these 8,000 districts vary greatly in size and in wealth but they vary greatly also in their zeal for education and their desire to support schools. The only school tax which every Minnesota school district is compelled to levy is the so-called "county one-mill tax," which is, in reality, not a county tax at all, but a compulsory district tax. This tax is totally inadequate to maintain an effective school. Aside from this tax, any district which chooses may refuse to levy any school tax whatsoever. Under Minnesota's present district system of support, communities which so desire and so vote may contribute almost nothing to the support of public schools in Minnesota. This is the actual situation which is found every year in certain wealthy districts. On the other hand, poor districts which desire to provide good schools have so little wealth to draw upon that they are obliged to exert themselves out of all proportion to their ability.

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### THE INJUSTICE OF THE DISTRICT SYSTEM

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1919-20

RURAL DISTRICTS IN MINNESOTA PAID SCHOOL  
TAXES RANGING FROM LESS THAN  
1 MILL TO 117 MILLS

1921-22

14 DISTRICTS LEVIED MORE THAN 75 MILLS  
52 DISTRICTS LEVIED NO MAINTENANCE TAX  
MOST OF THEM PROVIDED NEITHER  
SCHOOLS NOR TRANSPORTATION  
A 15-MILL TAX ON THEIR TOTAL VALUATION  
(\$4,778,000) WOULD HAVE PRODUCED  
\$71,670 OR \$1,378 PER DISTRICT

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It will be helpful to consider one or two concrete examples. In the year 1921-22, District 111, Blue Earth County, with a valuation of \$129,312 levied no local school tax and maintained no school in spite of the fact that there were twenty-seven pupils living in the district. The county superintendent writes, "No definite arrangement for transportation in District 111. Pupils attended near-by schools or parochial schools." In Mower County, Districts 6, 17, and 85 levied no local tax, maintained no school, and furnished no transportation, although they had respectively twenty, eight, and five pupils residing within their limits. In the same county, Districts 71 and 72 are reported to open their schools alternate years to avoid being consolidated with some other school district and hence compelled to submit to a local tax every year. District 6 has had no school since 1915.

Some districts which levy no tax are districts in which no children of school age reside. But this situation brings out one of the greatest evils of the district system, namely, that it permits property in such districts which ought to be available as a source of school revenue to escape taxation. There is no more reason why the property within a school district in which no school children reside should escape contributing its just quota to the revenues of the state than that the property of a childless couple who live within a school district should go untaxed for school purposes. Education is a function of the state. The powers and responsibilities possessed by school districts are, strictly speaking, delegated to them by the sovereign authority, the state. The wealth of the entire state belongs to the state and should be utilized by the state to provide adequate school facilities for her children.

### **THE DISTRICT SYSTEM IS NOT DEMOCRATIC**

Any suggestion to abolish the district system arouses an outcry from many admirers of this century-old institution. Some of those who champion it most stoutly do so in the name of democracy. Others cry out against the establishment of the county or any other unit larger than the district

which will result in making wealthy communities contribute to the education of children in poor communities. The utter shallowness of such arguments is clear to any unbiased citizen. As to preserving the district because of its so-called democracy, we may state that the chief reason for demanding its abolition is that it is the most undemocratic system that could be devised. The essence of democracy is equality of opportunity. We have shown that the district system not only fails to provide such equality but will always make equality impossible.

A much stronger argument frequently presented for the district system is that it fosters local interests in public education, and that without such interest our schools would languish. Were the districts equally able to support schools and equally zealous for education, such an argument would be valid, but the conditions existing in Minnesota show not only that school districts are absolutely unequal in matters of zeal and ability, but that they can never approach even the slightest degree of such equality.

Generations of district support and district control find one of the richest commonwealths in the richest nation on the earth denying multitudes of her children any educational opportunity whatever, and sending hundreds of others to school in dismal and unsanitary hovels under the tutelage of wretchedly underpaid and proportionately ignorant, untrained, and incompetent teachers. Such are the actual results of the time-honored, undemocratic district system in Minnesota.

### THE DISTRICT SYSTEM MUST GO

Minnesota may temporize with the present situation. She may reduce the existing evils, but she can not cure them unless, or until, she abolishes the district system with its legion of accompanying evils. The condition of Minnesota, as far as public education is concerned, is pathological. It can not be cured without a major operation. The major operation it requires is the abolition of the school district as a unit of taxation, organization, and administration. This fact may as well be faced frankly. There is no reason for hiding the truth from the citizens.



The evils of the district system have been recognized and pointed out by every leading authority on the organization and support of public schools for the last one hundred years. These leaders have been unanimous in their condemnation of the district system and their support of the county system. One Minnesota state superintendent after another has pleaded with the legislature to remove this curse from the children of the state. Forty-two years ago, the state superintendent pointed out the evils of the district system. He called attention to the fact that there were at that time approximately 4,000 school districts in the state. In his annual report for 1880, he wrote:

Thus with 4,000 different bases of taxation, ranging in valuation of property from poverty to abundant wealth, we have schools so diverse in numbers of scholars, length of terms and quality of teaching that it seems ridiculous to call them a system.

In 1916, State Superintendent Schulz wrote:

We have in Minnesota 7,980 school districts varying in size from two sections to several townships and with valuations ranging from \$20,000 to several million dollars. . . . There is neither hope nor justice in such a system. **NO SCHEME OF STATE AID WILL AMELIORATE THIS CONDITION.** The only just system is the county as a unit for school support as well as for administration and supervision.

To these statements of Minnesota's great educational leaders have been added the findings of one scientific educational committee after another. Every such committee has pointed out that educational progress in Minnesota is hindered at every turn by the district system. Under these circumstances, the citizens of Minnesota may well ask why has the district system continued, why does it exist to-day? The reason is evident. It is because the legislature has turned a deaf ear to the pleadings of state superintendents and to the findings of the commissions which they themselves have appointed.

Will the district system still remain? Yes. Unless the citizens of Minnesota become sufficiently aroused and sufficiently intelligent regarding the situation to unite in demanding its abolition.

## UNFAIR METHOD OF DISTRIBUTING STATE MONEYS

From Figure 11 we have seen that in 1921 in Minnesota, the state furnished \$12.90 out of each \$100 provided for public schools. Properly distributed, this amount, small as it is, could be made to play an important part in equalizing school burdens and educational opportunities.

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### WHAT ARE THE MOST IMPORTANT AIMS WHICH EVERY SYSTEM OF STATE AID OUGHT TO ACCOMPLISH?

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#### EQUALIZE SCHOOL BURDENS

#### EQUALIZE EDUCATIONAL OPPORTUNITIES

#### WHICH OF THESE DOES MINNESOTA'S PRESENT SYSTEM ACCOMPLISH?

#### NEITHER

---

Minnesota places the money provided by the state in two funds. The first of these funds, popularly, though incorrectly, known as the current<sup>1</sup> school fund, includes unused balances from special state aid, the proceeds of the state one-mill school tax, and the income from the permanent funds. This fund is apportioned among districts which maintain a school year of at least six months, in proportion to the number of pupils five to twenty-one years of age who have attended at least forty days. The second state fund is that known as special state aid. This is distributed for the benefit of specified objects including all types of public schools, many special departments, and other educational projects and situations.

<sup>1</sup> *Laws of Minnesota, 1921*, specifically provide that the term "current school fund" shall be used to designate the proceeds of the state one-mill tax, but provided no other designation for the total amount distributed in the semi-annual state apportionment.

Minnesota's basis for apportioning the current school fund (i.e., forty days' attendance in a six months' school year) is entirely indefensible. The present requirements were enacted by the legislature as an interpretation of the constitutional provision directing that the income from the permanent school fund be distributed on the basis of the number of pupils between the ages of five and twenty-one years. If the legislature was acting within its rights in 1887 when it interpreted the terms of the constitution in the terms of then existing averages, it would be equally within its rights now to interpret those constitutional terms in the light of present averages. The requirements now in force are far below the average maintained by the state for many years, and tend neither to raise standards, nor to equalize school burdens. Since the average school term for the state is eight months and the average pupil attends school 136 days, no apportionment should be paid to districts having less than eight months of school, nor for pupils attending less than 140 days.

Minnesota's method of disbursing her current school fund ignores the comparative wealth of school districts, the effort they make to provide schools, and the standards they maintain. This fund does not serve to equalize school burdens because it is distributed to such districts as Hibbing with a valuation of \$32,789 back of each school child, on the same basis as it is distributed to Black Duck with only \$765 behind every child. Minnesota's method ignores the difference in efforts made by districts, for it apportions the current school fund on the same basis to District 33, Nicollet County, which levied a tax of 1.5 mills as to District 132, Beltrami County, which levied a school tax of 113 mills for the same year, 1921-22. Minnesota's method also ignores the standards maintained by districts. A district which provides one poorly trained and proportionately cheap teacher is aided from the current school fund on the same basis as a district which provides a well-trained and proportionately better paid teacher. Minnesota's method also ignores the all-important fact that the greatest burden in school support is the cost of teachers' salaries. A rural district which provides one teacher

for forty pupils receives twice as much aid from the state apportionment of the current school fund as a rural district which provides one teacher for twenty pupils, but the cost of maintaining a school in each of these districts will be very nearly the same, provided they employ equally good teachers and furnish equally good school facilities. The district with ten pupils should, therefore, receive as much help from the state, other things being equal, as the district having thirty pupils.

The constitutional provision governing the distribution of the income from the permanent school fund was not designed to affect the disbursement of the proceeds of the state one-mill tax, nor of the unused balances from the special state aid fund. The present method of distributing these two funds in the same manner as that employed in distributing the income of the permanent school fund is wholly unnecessary. An exceedingly beneficial reform, and one of the easiest which could be introduced into Minnesota's present system of school support would be providing for the distribution of these two funds in a scientific manner.

Special state aid originated in Minnesota in 1878 for the purpose of helping districts to support high schools, then new and expensive undertakings, in a frontier state. At the present time, it is distributed to benefit twenty different types of schools, educational projects, and educational situations. A school or district may qualify for aid under many different provisions. Every type of public school in the state may qualify to receive more or less aid without regard to its need or to the ability of its district to provide funds. In its original form, special state aid was designed to do two things: (1) equalize school opportunities by throwing open state aided high schools to all pupils in the state without charge for tuition, and (2) equalize school burdens by relieving districts of a portion of the expenses of furnishing unusual school opportunities. As administered at the present time, the system does neither. It has grown so complicated and cumbersome that it has practically lost sight of what were originally and still ought to be its fundamental purposes. In most cases, it ignores the most important single expenditure for schools, i.e., teachers' wages, and the greater part of it is distributed

on a basis which ignores both the ability of the district to finance its own schools and its effort as represented by the rate of local tax levied.

Because the methods of distribution of both the state apportionment and the special state aid are open to practically the same objections, and since neither contributes in any reasonable degree to the equalization of school burdens or school opportunities, this report will follow the usual custom, group the two, and present the facts concerning the total amount distributed by the state for the aid of public schools.

What Minnesota's present system of state aid is actually doing is shown by Table 7.

TABLE 7

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WHAT DOES MINNESOTA'S PRESENT SYSTEM OF  
STATE AID DO? 1920-21

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To	Which Has a Valuation per Child*	The State Gives per Child*
District 18, Nicollet County.....	\$4,200	\$35.22
District 60, Nicollet County.....	2,300	11.92
District 5, Sherburne County.....	2,400	45.31
District 1, Sherburne County.....	1,600	19.93
District 17, Mille Lacs County.....	3,300	48.25
District 13, Mille Lacs County.....	949	28.41

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\* Per child in average daily attendance.

From Table 7, we see that in Nicollet County, District 18, which has a valuation per child nearly twice that of District 60, receives nearly three times the aid. In Sherburne County, District 5, which has a valuation per child one and one-half times that of District 11, receives nearly two and one-half times as much aid per child from the state. In Mille Lacs

County, District 17, which has a valuation per child nearly four times that of District 13, receives from the state nearly \$20 more per child. In every case, the district most able to provide school revenues, receives the greatest assistance from the state.

Inequalities in school burdens, inequalities in ability, inequalities in effort, inequalities in assistance received from the state, inequalities in educational opportunities provided for the children of Minnesota—this, in a nutshell, is the story of public education in Minnesota to-day. This is the vision that greets our eyes whether we fix our attention upon the counties or upon the districts.

Table 8 tells the story for the nine representative counties which have been chosen for special study. These counties, as we have said, were chosen on the basis of their relative ability to support schools; namely, the wealth per school child.

TABLE 8  
NINE MINNESOTA COUNTIES' INEQUALITIES IN  
SCHOOL ATTENDANCE, AVERAGE SCHOOL TAX  
RATES, EXPENDITURE, AND STATE AID 1920-21

County	Rank among the 86 Counties of the State as to Wealth per Child	Average Total School Tax Levy in Mills	Average School Attendance per Pupil			Annual Expendi- ture per Pupil in Attendance	Per Cent of School Expendi- ture Fur- nished by the State
			Months	Weeks	Days		
St. Louis.....	1	39.2	8	0	1	\$487	4
Murray .....	2	8.2	5	3	4	104	18
Sibley .....	8	6.2	5	3	2	79	24
Nicollet .....	22	7.5	6	1	2	123	14
Chippewa .....	43	11.8	6	2	2	78	38
Swift .....	44	13.3	6	1	3	114	19
Sherburne ....	66	15.7	6	2	3	139	15
Mille Lacs ....	85	20.9	6	2	4	103	19
Hubbard .....	86	26.9	6	2	1	124	23

In the first column of Table 8 are indicated the respective ranks of the nine counties chosen. We discover that among our nine representative counties, the annual expenditure per pupil in attendance varies all the way from \$487 in St. Louis County to \$78 in Chippewa; the average school attendance per pupil, from eight months in St. Louis County, to five months, three weeks, and two days in Sibley County; the average rate of district tax from 39 mills in St. Louis County to 6 mills in Sibley.

What else does this table show? It shows us that Sibley County, which levies the lowest tax and spends the least money per pupil, gets nearly one-fourth of its total school revenue from the state, whereas Sherburne County, which ranks sixty-sixth as to wealth per school child, levies a school tax of fifteen mills, spends \$139 per pupil, and gets only 15 percent of its total school receipts from the state. Other comparisons would bring out equally convincing evidence of the total unsatisfactoriness of the injustice of Minnesota's present system of state aid. These facts are shown in Tables 9 and 10. Each of these two tables shows the assessed valuation per school child, the average daily attendance, the district tax rate, annual expenditure, and state aid per child received by the richest and by the poorest district in certain counties.

From Table 9, we see that the richest common school district in St. Louis County is more than thirty-four times as rich as the poorest, yet this richest district, which levies a tax of only twenty-seven mills and is able to spend \$852 per child, receives from the state \$110 per child, whereas the poorest district, which levies a tax of thirty mills, is able to spend only \$49 per child and receives from the state only \$15 per child.

It is impossible to think of a system more unjust than that which reveals itself in the situation in St. Louis County, a system revealed again in Chippewa, Mille Lacs, and Hubbard counties. It is difficult to say in which of these counties the situation is the worst. The richest district in Mille Lacs levies a two-mill tax and receives \$19 in state aid per child. The poorest district levies a twenty-two mill tax and reports that it received nothing whatsoever from the state. Bear in mind, however, that the richest district spends only \$71 per child, whereas the poorest district spends \$176 per child.

TABLE 9  
INEQUALITIES OF SCHOOL BURDENS AMONG MINNE-  
SOTA COMMON SCHOOL DISTRICTS  
A COMPARISON OF ABILITY, EFFORT, AND AID PER  
CHILD IN AVERAGE DAILY ATTENDANCE  
1920-21

County	District and Number	Assessed Valuation per Child	Ratio of Assessed Valuation per Child	Average Daily Attend- ance	District Tax Rate for Mainte- nance	Annual Expendi- ture per Child	Total State Aid per Child
St. Louis....	Richest 36	\$38,526		3	27	\$852	\$110
	Poorest 7	1,116	34.5	94	30	49	15
Murray .....	Richest 43	42,840		5	5	*	0
	Poorest 113	5,320	8	21	5	56	15
Chippewa ...	Richest 73	34,707		4	9	184	43
	Poorest 20	1,681	21	17	4.2	88	5
Mille Lacs...	Richest 9	8,909		17	2	71	19
	Poorest 53	1,135	8	11	22	176	0
Hubbard ....	Richest 26	11,255		5	21	209	49
	Poorest 83	1,409	8	30	36.6	118	4

\* Not reported.

That these inequalities extend to high and graded school districts is shown by Table 10.

From Table 10, we see that District 1 in St. Louis County, the poorest district in the county, receives \$16 more in aid from the state than does the richest district, District 27. Yet a moment's consideration of the situation existing in these two districts will show that this difference in state aid by no means offsets differences in assessed valuation and differences in tax rates, for whereas District 27 has an assessed valuation per child of nearly \$33,000, District 1 has an assessed valuation of only \$723, and whereas District 27 levies a tax of less than twelve mills, District 1 levies a tax of over forty-one mills.



TABLE 10  
INEQUALITIES OF SCHOOL BURDENS AMONG MINNE-  
SOTA HIGH AND GRADED SCHOOL DISTRICTS  
A COMPARISON OF ABILITY, EFFORT, AND AID PER  
CHILD IN AVERAGE DAILY ATTENDANCE  
1920-21

County	District and Number	Assessed Valuation per Child	Ratio of Assessed Valuation per Child	Average Daily Attend- ance	District Tax Rate for Mainte- nance (Mills)	Annual Expendi- ture per Child	Total State Aid per Child
St. Louis . . . .	Richest 27	\$32,789		1925	11.7	\$828	\$20
	Poorest 1	723	45	595	41.4	104	36
Murray . . . . .	Richest 7	6,982		45	14.4	132	24
	Poorest 52	2,238	3.1	328	32	128	26
Chippewa . . .	Richest 62	3,215		145	55.5	92	22
	Poorest 30	1,343	2.4	173	45.5	113	30
Mille Lacs . . .	Richest 17	3,324		77	23.5	134	48
	Poorest 13	949	3.5	507	62.4	105	28
Hubbard . . . .	Richest 1	1,370		536	53.1	76	26
	Poorest 43	1,217	1.1	183	78.4	139	41

How will the education provided by these two districts compare? The answer is given in the column which shows that District 27 spends over \$800 per year on each school child, whereas District 1 spends only a little over \$100. In Mille Lacs County, District 17 is three and one-half times as rich as District 13, yet District 17, which levies a tax of only 23.5 mills, gets \$48 per child from the state, whereas District 13, which levies a tax of 62.4 mills, gets only \$28 per child from the state.

### DECREASING SHARE OF SCHOOL BURDEN BORNE BY THE STATE

The first paragraphs of the present account show that Minnesota stands high as to the amount of money she is spending on public schools, but exceedingly low as to results. Previous pages have shown one of the chief causes of this situation is the district system, which throws the responsibility of providing school revenues upon units so absolutely unequal that it is humanly impossible for them ever to provide equal school funds. Not only is Minnesota to-day throwing the major portion of her school burden upon these, the most unequal of all possible units, but the tendency throughout the last thirty-one years has been for the state to contribute a less and less proportion of the school costs and thus force the districts to assume a heavier and heavier share of the burden. In 1890, the state furnished \$18.60 out of every \$100 provided for the schools. In 1921, she furnished only \$12.90. We frequently hear men exclaim over the vast increases in the school moneys furnished by the state. It is true that the state has steadily increased the amount she has furnished, but this amount has almost steadily failed to keep pace with the enormously increased expenditure. The story of this declining importance of the state as a provider of public school revenue in Minnesota is shown by Figures 12 and 13 which follow, and which need no further comment.

FIGURE 12

PROPORTION OF MINNESOTA SCHOOL BURDENS  
BORNE BY SCHOOL DISTRICTS, THE STATE, AND THE FEDERAL GOVERNMENT  
1890-1921

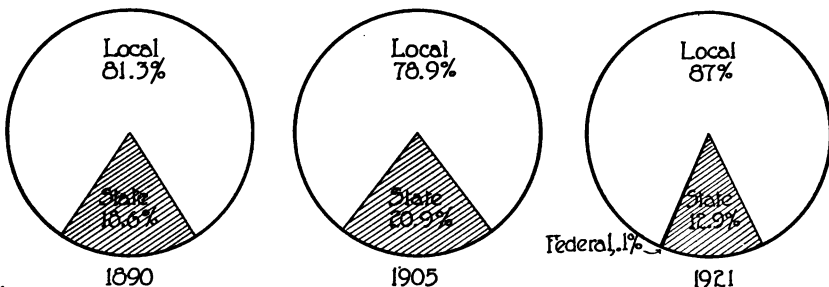
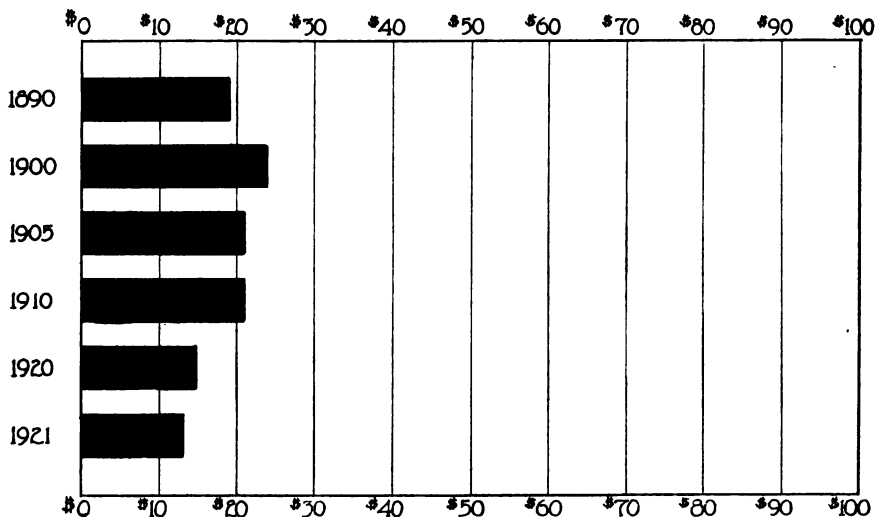


FIGURE 13

PORTION OF EACH \$100 OF MINNESOTA PUBLIC SCHOOL RECEIPTS  
FURNISHED BY THE STATE  
1890-1921



Schools cost money. The question is, Where shall the money come from? No one will attempt to deny that school costs which have increased so greatly in the past will continue to increase as rapidly or even more rapidly in the future. It has already been shown that Minnesota's increase in percent of school expenditure is far below that of other leading western states. To attempt in the future to continue the policy of depending upon the districts for the overwhelming proportion of school revenues can lead only to disaster and to greater failure. It is absolutely essential that Minnesota adopt as her unit from which to derive local school revenue one far more capable than the district of equalizing school funds. That the county is such a unit is a matter of common knowledge.

## THE COUNTY AS AN EQUALIZER OF SCHOOL BURDENS

How the county would serve to equalize school revenues in Minnesota may be shown by a few examples. Tables 9 and 10 have shown the assessed valuation per child in the richest and poorest rural school districts and in the richest and poorest high and graded school districts in a number of Minnesota counties. From these tables we learn that in Murray County the valuation per child in rural school districts varies all the way from \$42,840 to \$5,320, and in high and graded school districts it varies all the way from \$6,982 to \$2,238. The poorest rural district in Murray County has only \$5,320 worth of property to tax for the education of each school child, and the poorest high school district in this county has only \$2,238 which it may tax for each child.

Contrast with these wide variations in district wealth per child the fact that the county wealth per child in Murray County is \$9,162. This means that if Murray County were to draw her revenues from a county instead of a district tax, there would be, instead of \$42,000 for the education of each child in some communities and \$5,000 for each child in others, \$9,000 for each child throughout the entire county. Even more significant is the situation in Chippewa County, where district valuations vary from \$34,707 per child down to \$1,681 per child and where the county valuation per child is approximately \$5,000.

The story which we have just told for Murray County and for Chippewa County is told for the entire state by Figure 14. On one side of this figure all the counties of the state are arranged in six groups, and on the other side thirty-two districts chosen from various counties are arranged in somewhat similar groups. At the extreme left is indicated the valuation per child enrolled which is typical of the counties included in the group, and at the extreme right is the valuation per child enrolled which is typical of the districts included in the group.

FIGURE 14

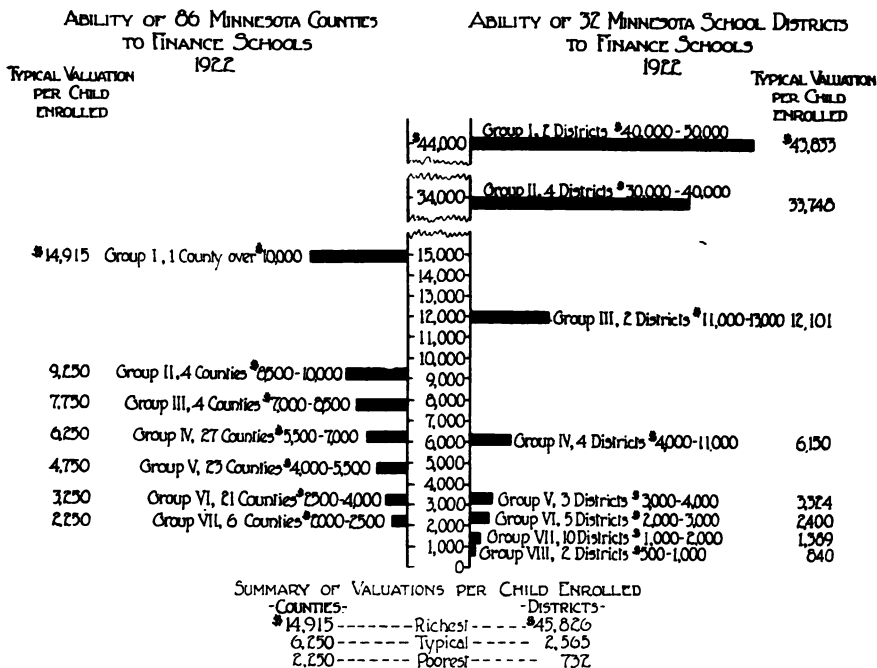


Figure 14 shows in a striking manner what would be the effect of adopting the county as the unit from which to derive local revenues for school support. Out of the group of thirty-two districts shown, more than one-third of the entire number are included in Groups VII and VIII in which the assessed valuation per child is less than \$2,000. Were the county to be adopted by Minnesota as the local unit of school support, scarcely a child in the state would have back of him a valuation of less than \$2,250. This would, of course, mean that districts which now have \$33,000 and \$43,000 per child to draw upon would no longer have these fabulous sums, but instead would have approximately \$10,000 or \$15,000 per child. Undoubtedly the richer districts will object to such a policy, but the objections of individual communities should be overridden in favor of a policy which promises to even out somewhat the gross inequalities now existing.

## TWO COUNTIES ARE ALREADY DOING THIS

Two counties in Minnesota through special legislation have already secured a county school tax—Itasca County a ten-mill county tax and St. Louis County an eight-tenths of a mill (0.8 mill) county tax. Each county levies these taxes with a view to equalizing school revenues. The executive secretary of the Cook Commercial Club, of St. Louis County, in a prolonged defense of the county tax now under attack writes in part as follows:

Ninety-five percent of St. Louis County is rural. There is no better inducement we can offer to the furthering of agriculture in this district than a school where children can and will receive at least a fair education. We have not heard a farmer make a complaint against this tax. Shall illiteracy be allowed to gain in the rural districts? This is a question of education and citizenship. Any law that has for its purpose the furthering and bettering of the educational facilities for the children, will have the support of all progressive people.

Space does not permit entering upon a description in this brief account of the county taxes levied by St. Louis and Itasca. The interested reader will find a complete statement regarding them in the longer report from which the present brief summary is taken (see Authors' Explanatory Note).

The above paragraphs have urged in no uncertain tones the substitution of the county for the district as the local unit of school organization and school support. We should perhaps pause for the moment to suggest what such a change implies. Briefly stated, it means that the schools of each county shall be organized in much the same manner as are the schools of our best city systems. The county school board and the county superintendent should have all the powers and responsibilities placed upon similar public officials in our best city systems. This will include the responsibility of determining where schools shall be placed, when and where school buildings shall be erected, and how much they shall cost. These are but a few of the multitudes of matters which will be placed in the hands of the county superintendent and his board.

The present report is concerned primarily not with the superiority of the county over the district as a unit of organization, administration, control, and supervision, but as

an economic unit; in other words as a source of school revenue. Its superiority in this respect lies in the fact that although counties do vary greatly in wealth per school child and consequently in their ability to provide school revenues, nevertheless this variation is much less than in the case of school districts.

### **WILL THE COUNTY UNIT EQUALIZE EDUCATION IN MINNESOTA?**

There can be no doubt as to the great superiority of the county over the district as the unit of local organization and support for public schools. Nevertheless, despite this superiority, it is evident from the facts already presented that the counties of Minnesota are very unequal in wealth and consequently very unequal in their ability to provide school revenue. However much Minnesota may improve her educational situation by abolishing school districts and establishing the county as the local unit, flagrant and disastrous inequalities will continue as long as the local units, even though they be the counties, are depended upon for the major portion of the school revenues. Neither counties nor any other local unit which might be devised can equalize school revenues, school burdens, and educational opportunities. The state and only the state can do this. The truth of this assertion becomes increasingly evident when we extend our survey to include all of Minnesota's eighty-six counties as is done in Figure 15.

Figure 15 shows the eighty-six counties of Minnesota arranged in seven groups. The first of the columns at the left indicates the number of counties included in each of the seven groups; the second column, the percent of Minnesota's total average daily attendance included in the total number of counties in each group. The third column shows what is the typical valuation per child in average daily attendance for the counties in the group. The bars represent the valuation per child in average daily attendance in the richest, poorest, and typical counties in each group. Group 1 which contains only one county, St. Louis, is, of course, represented by only one bar.

FIGURE 15

INEQUALITY IN ABILITY OF MINNESOTA COUNTIES  
TO SUPPORT SCHOOLS  
1921-1922

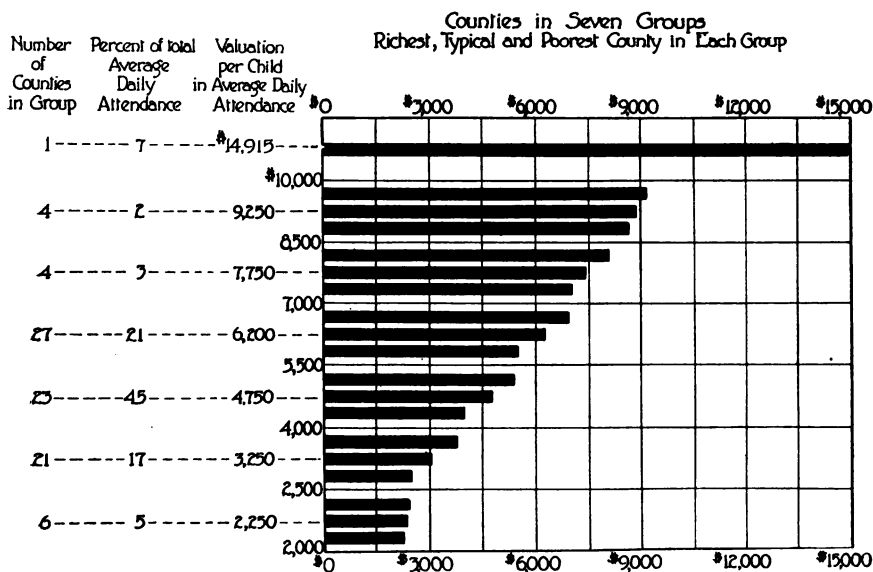


Figure 15 shows us that the richest county in the state is more than six times as able to provide school revenues as are the six counties included in the poorest, i.e., the seventh group. The four counties included in the second group are more than four times as able to furnish school revenue as are the counties included in the seventh group, and approximately three times as able as the twenty-one counties included in the sixth group.

From Figure 15, we see that 7 percent of the children in average daily attendance in the public schools of Minnesota live in a county where the wealth back of each child is nearly \$15,000. Contrast with this the fact that 22 percent of Minnesota's children, living in the twenty-seven counties included in the sixth and seventh groups, have back of them county valuations of less than \$4,000 per child. Bear in mind that this 22 percent of the children is nearly one-fourth of the



children in the state and that twenty-seven counties constitute almost one-third of the total number of counties in the state. Sixty-seven percent of the children live in the counties included in Groups 5, 6, and 7, whereas thirty-three percent live in counties whose valuation is over \$5,000 per child.

The impossibility of ever deriving equal revenues from units so unequal in wealth per child as the counties of Minnesota is too evident to require further comment. No further argument should be necessary to convince every citizen of Minnesota that even the abolition of the district and the establishment, in its place, of the county unit, although it will be a most important step in the right direction, will never equalize school revenues. Neither school burdens nor educational opportunities will ever be equalized as long as Minnesota depends for the greater part of her public school revenue upon local units of any sort. The state and only the state will ever be able to bring about such equalization.

### **PUBLIC EDUCATION IS A FUNCTION OF THE STATE AND PUBLIC SCHOOLS ARE STATE INSTITUTIONS**

Public education is a function of the state, and public schools are state, not local, institutions. This declaration is not based upon theory, for the matter has been tested in the supreme court, and the court has ruled that public schools are state institutions and that the powers exercised by local units are distinctly delegated powers. The wealth within a state available for taxation for the support of public schools belongs to the state, i.e., to all the children of the state. The district system is an inheritance from colonial days when schools were regarded, controlled, and supported as local charitable and semi-church institutions. That day is past, and Minnesota should free herself from the shackles of a system which makes equality of educational opportunity impossible.

Equality of educational opportunity for all the children of the entire state and equality of school burdens sustained

by local school units, the counties, and the districts, constitute a brief but correct statement of the aim underlying general, that is, state and county aid. Equality implies much more than universal education and state-wide equality in the length of the school year. It means equality of conditions under which children study and play. It means trained teachers, and healthful, well-equipped, inviting schoolhouses and yards, equality in the scope, vitality, and richness of studies. The only possibility of approaching equality in this broad sense lies partly in proper organization and administration of school units and partly in equality of school support. Equality in school support means equal distribution of economic responsibility and economic power. Such economic equality can come only if the amount of aid granted to the school unit is determined on the basis of the ability (i.e., the financial resources) and the effort of this unit.

### **WHAT SHARE OF THE SCHOOL BURDEN SHOULD BE BORNE BY THE STATE?**

Equality in educational opportunity will never be secured until the schools cease to be in the last analysis, both from the standpoint of control and from the standpoint of support, dominantly local institutions and until the state provides support and directs those factors upon which equality primarily depends and which may, therefore, be termed the minimum essentials of educational equality.

What, now, are the factors which to the largest degree make the educational opportunities offered within the various communities of a state equal or unequal? Without a moment's hesitation we answer: the number and quality of teachers employed, the length of school term, the effectiveness of general administration and supervision, and the quality and adequacy of the apparatus directly related to instruction, including especially such materials as textbooks. It is well known that teachers' wages constitute the largest single item of school expenditure in every community and, also, that as is the teacher so is the school. Studies made in comparatively recent times have shown further that the quality of

instruction is largely determined by the quality of supervision. Place upon the state the responsibility of furnishing funds to provide every school with enough money to pay a minimum salary to every teacher for an entire school year of uniform length, such minimum varying with the qualifications of the individual teacher, and, further, place upon the state the responsibility of providing the materials directly related to instruction and the moneys necessary to guarantee the scientific supervision of every school, and existing educational inequalities will be rapidly evened out. Let us now turn directly to the question, what proportion of total school revenue will the state be required to provide under this proposed plan, and what proportion will be furnished by the local school units?

We can best answer this question by finding out what percent of the total annual expenditure for public schools is devoted to the items just named. For this purpose we may consider the United States as a whole and California, a state whose standards with respect to teachers' salaries are exceeded by none and a state, moreover, which furnishes free textbooks. In 1915, practically 60 percent of the total school costs in the United States were devoted to teachers' salaries and textbooks; in California approximately 55 percent. In 1918, the percents were respectively 58 for the United States; 61 for California. In 1920, California devoted little less than 63 percent of her total school revenues to teachers' salaries and textbooks. In general, we may say that from 60 to 65 percent of total school costs would, under normal conditions, be devoted to teachers' salaries and textbooks. Were we to add to these items the costs of adequate supervision and apparatus, other than textbooks directly related to instruction, the percent would probably range from 65 to 70. In any case, the proportion will vary from year to year and from community to community and consequently must be determined from time to time.

It has been definitely stated by those recommending a three-mill state school tax that it would yield an amount approximately equal to that now provided by the state one-mill school tax and state appropriation. There is no real

choice between the policy of state appropriations and a state school tax (see below page 51). The real question is that of providing a state fund sufficient to enable the state to even out the inequalities among local units.

This report has shown that this result can best be accomplished if the state assumes from 65 to 70 percent of school expenditures. The revenue provided by a three-mill state tax in Minnesota would be altogether inadequate for such purposes.

At the present time, the individual districts have no way of knowing from year to year what sum will be forthcoming to them from the state. The first step which the state must take is to determine the amount which she will provide for each teaching position or each unit of full attendance, and then adopt ways and means of insuring this annually to the schools.

If Minnesota is not yet ready to go as far as the present report advises, which is to place upon the state from 65 to 70 percent of the burden, then let her adopt such a policy as California has effectively carried on for many years and which has placed her among the very first states of the Union educationally. This policy, as we have already stated, guarantees \$1,400 a year to every elementary teaching position in the state, \$700 from state sources and \$700 from county sources.

### **ESTABLISH AN INTERIM COMMISSION ON SCHOOL FINANCE**

Minnesota should provide for the establishment of an interim legislative commission on school finance, one of whose functions shall be to determine as nearly as possible the amount of money needed during the next biennium to pay the state's share of the costs of teachers' salaries, free textbooks, supervision, and other projects to be financed by the state. Such a commission should report this amount to the legislature at each session, and the legislature should forthwith take steps to provide the necessary revenue.

It should be understood that the policy proposed here would not prevent counties from paying salaries above the minima fixed by the state where the electors of the county or the county school board should determine this to be advisable. In fact, the state should provide a fund for subsidizing counties which employ teachers whose qualifications exceed the minima set by the State Board of Education. Massachusetts has clearly shown what excellent results may be accomplished from such a policy.

### **WHERE SHALL THE MONEY COME FROM?**

Any proposal to have the state furnish out of state funds from 65 to 70 percent of the total revenue needed for the support of public schools, at once raises the question, where shall the money come from?

Minnesota has long had the reputation both within her own borders and throughout the United States of being possessed of a magnificent endowment for public schools. This endowment at the present time consists of certain unsold school lands and a principal amounting to nearly \$38,000,000. Far more important than the value of Minnesota's permanent endowment is the percent of the total school revenue derived from them and the possibility of their becoming increasingly important as sources of school revenue. Table 11, which follows, shows the condition of Minnesota's endowment magnificent at the present time, and the number of dollars out of every \$100 which it provided for public schools in 1900, 1910, 1920, and 1921.

We see from Table 11 that the proportion of Minnesota's public school revenue coming from her much talked of endowments has, for more than twenty years, been of decreasing importance and that at the present time the amount contributed is so small as to be of distinctly negligible importance. If the state is to furnish an increasing proportion of the total school revenue in the future, such increase is not to be derived from the permanent school fund and the swamp land fund. Let us now consider from what other sources

Minnesota has derived her school moneys and the relative importance of each. Table 12 shows how each \$100 of total school revenue in Minnesota was secured in 1900, 1910, 1920, and 1921.

TABLE 11  
MINNESOTA'S ENDOWMENT MAGNIFICENT  
VALUE, 1922, AND INCOME, 1921

Permanent School Fund.....	\$33,750,529
One-half Swamp Land Fund.....	4,111,768
	<hr/>
	\$37,862,297
Combined Income, 1921.....	1,560,596
Total School Receipts.....	51,776,057
Out of every \$100 for public schools, Minnesota's endowment magnificent provided approximately:	
1900.....	\$12.00
1910.....	7.00
1920.....	3.00
1921.....	3.00

From Table 12, which follows, we see that the only state sources upon which Minnesota has depended for school revenue are appropriations and a state tax.

There has been much discussion as to which is the better method of providing school moneys for state aid, by making appropriations out of the general fund or by providing for a state tax, the proceeds of which shall be devoted to schools.

In favor of the state tax *versus* state appropriations it has been urged that as the wealth, school population, and school costs increase, the income provided for the schools increases; also that whereas appropriations frequently depend upon the

mood and sometimes even upon the whim of the legislature, a state tax is stable and its proceeds assured. Undoubtedly influenced by these considerations the Minnesota State Board of Education in 1920 in its report upon *The Revision of State Aid* urged the substitution of a state mill tax for existing biennial appropriations.

TABLE 12  
HOW MINNESOTA SECURED EACH \$100 OF TOTAL  
SCHOOL REVENUES, 1900-1921

Year	Federal Aid	Permanent School and Swamp Land Funds	State Appropriations	State Tax	Total State and Federal	District (Chiefly Taxation)
1900	\$0.00	\$11.40	\$1.40	\$11.10	\$23.90	\$76.10
1910	0.0	7.00	6.10	7.60	20.70	79.30
1920	0.10	3.00	7.10	4.40	14.60	85.40
1921	0.10	3.00	6.40	3.30	12.80	87.20

On the other hand, Illinois and California, after experimenting with the state school property tax, both abandoned it in favor of state appropriations. A very serious objection to the state school tax of a fixed rate is that there is no guarantee that it will furnish the amount of money necessary. This difficulty may, however, be avoided; instead of fixing a definite rate, the laws may provide for the levying of a state mill property tax sufficient to raise a fixed sum, or, better yet, sufficient to enable the state to fulfill its obligations to the public schools. Four states in the Union are already levying state school taxes of this sort; namely, Arizona, which levies a state tax sufficient to provide \$20 per child in average daily attendance; Utah, which levies a tax of undetermined rate sufficient to raise \$25 per child from 6 to 17 years of age; Washington, which levies a tax sufficient, when added to the income of the permanent school fund, to produce \$20 per child of school age; and Wisconsin, which levies a tax sufficient to pay state aid to public schools.

The problem of providing school revenue is inseparable from the general problem of public finance. It is evident that if the state is to assume from 65 to 70 percent of the burden of school costs, she must discover new sources of revenue and must be allowed, in case these new sources of revenue do not provide adequate funds, to levy a state school tax upon real and personal property sufficient to make up any deficiency.

California, which by constitutional amendment abolished the state school property tax, was careful to leave the way open for the legislature to levy such a tax for school purposes, should the proceeds of corporation and inheritance taxes prove insufficient for school needs.

Among the new sources of revenue which we recommend to the careful consideration of the Minnesota legislature are a state graduated income tax and a severance tax. The former of these is now employed effectively and satisfactorily as a source of school revenue in Massachusetts and Delaware. The severance tax now levied by Louisiana consists of a tax of 2 percent on the gross valuation of all natural products severed from the soil. At the present time, Minnesota levies an occupational tax upon iron ore-mining. There is no more reason why iron ore should be taxed than timber, granite, and all other natural products which, when taken from the soil, permanently deprive the state of its natural sources of wealth. All the arguments in favor of taxing iron ore are equally valid for the taxing of timber, granite, gravel, and all other non-agricultural natural products.

With the abolition of the school district, every county should be required to levy a county school tax of a minimum rate. The revenue provided by the state should be turned into a state equalization fund. Out of this fund there should be insured a minimum sum for every teaching position. In addition, the state should provide an equalization fund to be distributed among those counties which levy a prescribed county rate and are yet unable to raise a sum per child or per teacher employed sufficient to provide satisfactory facilities, i.e., facilities measuring up to the standards established by the State Department of Education.



In striking contrast to Minnesota's long continued refusal to distribute state school funds in a manner calculated to even out inequalities, Colorado, by legislation enacted in 1921, has placed at the disposal of the state superintendent of public instruction the entire income from her permanent school fund. California, whose system outranks that of Minnesota at every point, guarantees for every elementary teaching position in the state \$700 per year from state funds and \$700 per year from county funds. Every county in California is required to levy a tax for elementary schools sufficient to provide \$30 per pupil in average daily attendance in elementary schools and \$60 per pupil in average daily attendance in high schools. In Minnesota, at the present time, high schools are obliged to accept as pupils students from other districts. The moneys provided by the state to pay the tuition of such pupils fall far below the actual costs of instruction in many cases. What is worse, the territory which lies outside of high school districts escapes bearing any just share of the burden. In some communities, high school districts have been actually forced to erect new buildings, because they are compelled to give space to students from outlying districts.

A law should be passed providing for a county high school tax to be levied in every county upon all property not included in any high school district. The proceeds of this tax should constitute a fund for defraying the cost of educating non-resident high school pupils.

The present brief report can not attempt to name all the projects which should receive state support. To do so would amount to little less than describing a reorganization of a large part of Minnesota's public school system. The present report is obliged to confine itself almost entirely to the financial problems of the schools. Although these problems are inseparable from policies and organization, it is impossible to dwell upon reforms in policies and in organization except insofar as they directly enter into our consideration of school finance. It is to be regretted that space does not permit an account of the policies pursued by California, Massachusetts, and other states, but the interested citizen is referred to a

bulletin recently published by the United States Bureau entitled, "State Policies in Public School Finance" (*Bureau of Education Bulletin*, 1922, No. 6).

The reforms which have been suggested or implied throughout the present report are undoubtedly radical, but the conditions we have discovered can be cured only by radical measures, for Minnesota has made many attempts to patch up her system of financing public schools. These attempts have in many cases been beneficial, in others futile, but in the last analysis are entirely inadequate. There comes a time when an old system or an old machine can no longer be patched up and remodeled. It must be discarded if the individual or the organization employing it wishes to keep abreast of the march of progress. It has frequently been urged within the past few years that Minnesota provide for a state three-mill school tax. It has been definitely stated by those recommending this particular rate that it would yield an amount approximately equal to that now provided by the state one-mill tax and state appropriations. Such a provision would be mere patching of her present policies and would in no sense solve her problem.

It remains to bring together in a summarized form the recommendations and conclusions presented in various portions of the present report.

## RECOMMENDATIONS

Preceding pages have described existing educational conditions in Minnesota and present policies; they have not only pointed out the defects but have in many instances suggested remedies. They have also explained the reasons for many of these recommendations. It is desirable to bring together here at the close of our report the recommendations which have been scattered throughout different sections. In view, however, of the fullness of explanation and of the treatment already given, it is deemed unnecessary to explain or to justify the proposals made at this point. We shall confine ourselves, therefore, to a summary statement of the recommendations themselves. Should the reader desire fuller knowledge of the bases upon which these recommendations are made, he will find it in the longer study of

which this is a summary (see Authors' Explanatory Note, p. 3). We may well add to the recommendations specifically presented in earlier portions of this report certain others which, although not stated, are, by implication or as a consequence of principles laid down, contained therein.

SECTION 1. Abolish the present antiquated, unfair methods of apportioning state school moneys and adopt modernized, scientific methods which will recognize variations among the local school units, as to length of school year, assessed valuation per child in average daily attendance, local tax rate, aggregate days of attendance, number and qualifications of school officers and teachers employed.

SEC. 2. In view of the fact that the income from the permanent school funds can not be distributed in accordance with the principles set forth in section 1 without the adoption of a constitutional amendment, it is further recommended that the standards employed as a basis of determining the method of distributing the income of the permanent school funds be interpreted by legislative action so as to conform with existing conditions, i.e., 140 days attendance in a school term of 8 months.

SEC. 3. Require a minimum county school tax of not less than ten mills, the proceeds to be distributed within the county in accordance with the principles set forth in section 1.

SEC. 4. Establish 8 months (160 days) as the minimum school year.

SEC. 5. Abolish school districts.

SEC. 6. Establish the county as the local school unit.

SEC. 7. Extend to the counties the taxing and bonding powers now enjoyed by independent districts.

The plan here proposed of abolishing school districts and of establishing the county as the local unit of support will equalize local rates of taxation within the counties.

SEC. 8. Provide a state equalization fund to be apportioned among those counties which levy a county school tax of 15 mills or more but are unable to produce thereby for every child of school age resident in the county a quota equal to the state average county quota per child derived from proceeds of such county taxes.

SEC. 9. Empower and require the State Department of Education to fix and to modify from time to time, as conditions seem to warrant, the requirements and standards which counties must meet in order to receive quotas of state moneys.

SEC. 10. Require county and all other school boards to prepare annually a budget of estimated school costs for the next succeeding year, such budget to be submitted to the proper authorities and used as a basis for levying taxes.

SEC. 11. Require the counties to formulate and provide for the carrying out of a four-year county building program to provide new buildings and other new school property.

SEC. 12. Abolish the office of county superintendent as an elective office and place the appointment and fixing of the salary of the county superintendent in the hands of the County Board of Education subject only to the limits as to professional qualifications and minimum salary fixed by the State Board of Education.

SEC. 13. Establish an amount not less than that paid to city superintendents in first class city systems as the minimum salary of county superintendents.

The office of county superintendent should be thoroughly professionalized. Nowhere is skilled supervision more important than in rural communities, owing to the large numbers of untrained and inexperienced teachers to be found in such communities. Specific and high professional qualifications should be prerequisites for eligibility to the office.

SEC. 14. Provide for every thirty rural teachers a supervisor or teacher helper of qualifications sufficient to entitle said supervisor to a salary not less than that paid to expert supervisors employed in first class city school systems, appointment to be made by the county superintendent upon the basis of qualifications fixed by the State Board of Education.

SEC. 15. Provide for a state severance tax and a state graduated income tax upon the proceeds of which public schools and other educational institutions shall have first claim.

SEC. 16. Create a state interim legislative educational budget commission which shall prepare and recommend to the next legislature an educational budget.

SEC. 17. Provide for the raising by state taxation of funds sufficient to finance all educational projects, positions, and institutions subsidized by the state.

SEC. 18. Provide that state tax rates for educational projects shall be determined biennially on the basis of the amount of money required, in addition to that available from the endowment fund and all other continuing sources, to provide adequate funds for all educational projects to be subsidized by the state.

SEC. 19. Provide state funds to grant special aid to encourage consolidation, transportation, free textbooks, and employment of teachers, superintendents, and other school officers of qualifications higher than the lawful minimum, and to subsidize new and progressive types of educational effort.

SEC. 20. Empower and require the State Board of Education to establish and modify from time to time, as conditions warrant, a scale of educational and professional requirements for all positions to be subsidized entirely or in part by the state and a corresponding salary scale in which salaries paid shall vary according to the professional preparation, experience, and class of certificate of the incumbent.

SEC. 21. Provide that no moneys belonging to the perpetual school fund or to any other endowment fund for public schools shall be invested in Minnesota state bonds or in any other securities chargeable to, or dependent upon, the credit of the state of Minnesota.

SEC. 22. Provide for an adequate and reliable school census.

SEC. 23. Require the State Department of Education to prepare a uniform system of recording receipts and expenditures, and an accompanying handbook of detailed instructions such as have been compiled by the state departments of New York and Pennsylvania.

SEC. 24. Require the State Department of Education to furnish free to counties all forms for financial accounting and reporting.

SEC. 25. Summarizing the most important tendency of forward looking legislation which underlies many of the recommendations contained in the preceding sections, a tendency which must be recognized and accepted before school burdens and educational opportunities can be equalized in any thoroughgoing manner:

Place upon the state (which is the only unit capable of equalizing school burdens and educational opportunities) the major portion of the burden of school support by requiring the state to furnish funds sufficient to pay the minimum wage to which every incumbent of an educational position is entitled by reason of his qualifications, professional and otherwise. This recommendation covers salaries of superintendents, principals, teachers, truant officers, county superintendents, assistants, rural supervisors, and all members of the staff of the State Board of Education.

The only important item of expenditures which would be left to the local communities to subsidize, if this recommendation be adopted, would be school buildings, sites, equipment, cost of furnishing repairs and operating school buildings, as well as all fixed charges.

### CONCLUSION

Putting into effect the recommendations set forth in the above sections need not require any radical increase in school expenditure. The most important changes would consist of distributing the school revenues now produced within the state of Minnesota in such a manner as to equalize school funds throughout the state. If the money which Minnesota is now spending were distributed in a scientific and efficient manner, the deplorable educational extremes now existing would vanish.



# Facts For American Education Week

December 3-9, 1922

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**T**O LEARN our school needs and to meet them with constructive programs is the basic purpose of American Education Week. Information on outstanding National issues—illiteracy, physical education, Americanization, and inequality of educational opportunity—is presented in this Bulletin. Superintendents of schools, officers of State and local associations, and others will use this material as the basis for addresses, programs, interviews, and other publicity.

Bulletins presenting the local aspects of such problems as illiteracy, Americanization, health education, sanitary buildings, and adequate playgrounds, along with constructive programs designed to meet such needs will be prepared by the authorities in the various States and localities.

Appreciating fully the great achievements that have been made in education, let us face frankly its shortcomings when measured by progress in other fields of activity.

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Bulletin Two of the Research Division

THE NATIONAL EDUCATION ASSOCIATION

1201 Sixteenth Street Northwest

Washington, D. C.

November, 1922



## Foreword

The American Legion in initiating American Education Week took up the task of acquainting the laymen of the country with what is going on in our schools. No better foundation could be laid in making the schools better instruments in the building of good American citizens.

The Legion has outlined, in cooperation with the National Education Association and the United States Bureau of Education, a program for the second American Education Week, December 3-9, 1922, that insures its success. This Bulletin, prepared under the direction of John K. Norton, Director of the Research Division, contains facts which because of their timeliness and reliability should be valuable to all those interested in the proper observance of American Education Week.

J. W. CRABTREE,  
*Secretary, National Education Association.*

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## Additional Material

1. Consult the local librarian who will be able to furnish articles from current periodicals on the topics listed in the program prepared for American Education Week.

2. Obtain material from the local Legion Post or from American Legion Headquarters, Indianapolis, Indiana.

3. Write to the United States Bureau of Education, Washington, D. C., for material that has been especially prepared for American Education Week.

## I. Facts on Illiteracy

### The United States Has the Highest Percentage of Illiteracy Among Enlightened Nations of the World

#### *Illiteracy in the United States and Foreign Countries*<sup>1</sup>

Country	Percentage
Germany.....	.2
Denmark.....	.2
Switzerland.....	.5
Netherlands.....	.6
Finland.....	.9
Norway.....	1.0
Sweden.....	1.0
Scotland.....	1.6
England and Wales.....	1.8
France.....	4.9
UNITED STATES.....	6.0

Other enlightened nations do not tolerate illiteracy, witness these quotations:

"In some of the more advanced European countries illiteracy is so uncommon that questions regarding it are not included in the general census enumerations."—Thirteenth Census of the United States, Vol. 1, page 1194.

"The Statistical Yearbook issued by the Norwegian Government does not contain any information as to percentage of illiteracy in Norway, there not being any people in Norway who can not read and write, but those suffering from certain mental or physical defects."—H. Bryn, Norwegian Minister, 1922.

"The only German illiterates are mentally deficient people or idiots."—Dr. George Kartzke, Amerika—Institute, Berlin, 1922. .

"As far as England and Scotland are concerned, illiteracy is practically unknown, except among a few quite old people who did not enjoy the benefits of compulsory education which has been in existence for some years."—British Library of Information, New York, 1922.

*Should the richest nation in the world lag behind other enlightened nations in stamping out illiteracy?*

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<sup>1</sup> These figures from three sources: (a) Cubberley—History of Education, p.714; (b) Communications from foreign legations received by National Education Association during April, 1922, and (c) World Almanac, 1922, p.724.

Six states have over 200 thousand  
Twelve states have over 100 thousand  
Ten states have over 50 thousand

## Illiteracy At Its Present Rate of Decrease Will Continue to Be a National Problem For a Century

### *Illiterates in the United States*

1910.....	5,516,163
1920.....	4,931,905

Between 1910 and 1920 there was an average annual decrease of 58,426 in the number of illiterates. If this rate of decrease continues illiteracy will not disappear for eighty-four years.

### *White Illiterates in the United States*

1900.....	3,200,746
1910.....	3,184,633
1920.....	3,006,312

There was a decrease of 194,434 in the number of white illiterates between 1900 and 1920, or an average annual decrease of 9,721. At this rate it would require 310 years to remove illiteracy from our white population. If it had not been for the war, which prevented the entrance into the country of the usual thousands of immigrant illiterates, there would have been even a smaller decrease.

### *Native White Illiterates in the United States*

1900.....	1,913,611
1910.....	1,534,272
1920.....	1,242,572

During the twenty-year span from 1900 to 1920, the native white illiterates decreased from 1,913,611 to 1,242,572, or an average annual decrease of 33,552. At this rate, illiteracy among our native whites will not disappear for thirty-eight years.

### *Illiterates over Twenty-one Years of Age*

1910.....	4,570,017
1920.....	4,333,111

If the rate of reduction in the number of illiterates over twenty-one years of age which took place between 1910 and 1920 is maintained, illiteracy will not disappear from among our adult population until 180 years have passed.

It is known, however, that illiteracy does not disappear according to any such regular decreases as has been assumed. If present conditions continue, illiteracy bids fair to be a problem of our national life for at least a century.

In several States the number of illiterates increased between 1910 and 1920 in spite of the fact that the war greatly reduced the number of immigrants admitted to the United States during this period.

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What a commentary upon our educational shortcomings that in the days of peace we had not taught these men, who have been here long enough to be citizens, and tens of thousands of their brethren with them, to know the language in which the commands of defense are given, <sup>State</sup> for material that has been especially prepared for American Education Week.

*Increase in the Number of Illiterates in Twelve States 1910 to 1920  
(Ages, 10 Years and over)*

States	Illiterates 1920	Illiterates 1910	Increase
1	2	3	4
Massachusetts.....	146,607	141,541	5,066
Connecticut.....	67,265	53,665	13,600
New York.....	425,022	406,020	19,002
New Jersey.....	127,661	113,502	14,159
Ohio.....	131,006	124,774	6,232
Illinois.....	173,987	168,294	5,693
Michigan.....	88,046	74,800	13,246
Texas.....	295,844	282,904	12,940
Colorado.....	24,208	23,780	428
Arizona.....	39,131	32,953	6,178
Washington.....	18,526	18,416	110
California.....	95,592	74,902	20,690
Totals.....	1,632,895	1,515,551	117,344

The table below gives illuminating information concerning illiteracy in Massachusetts, one of the States in which the number of illiterates increased between 1910 and 1920, yet the educational system of Massachusetts ranks high among the States of the Union.

*Illiteracy in Massachusetts<sup>1</sup>*

Item	1910	1920	Per Cent Increase
1	2	3	4
Population.....	3,366,416	3,852,356	14
Minors (14 to 20 years of age).....	418,961	423,450	1.1
Illiterate Minors over 14 years of age Sept. 1, 1910 and April, 1921.....	5,288	9,382	77

<sup>1</sup>Bulletin of the Department of Education, 1922, No. 3, Commonwealth of Massachusetts.

*Can we afford to have our effectiveness as a democracy diluted for a century by a menace that would quickly fade before an adequate educational system?*

The Nation's illiterates could have outvoted the States of Pennsylvania, Maine, Michigan, Alabama, and California in the 1920 Presidential election. This refers only to illiterates over twenty-one years of age. There was one adult illiterate in the country for every six persons who voted for President at the last election.—*Journal of the National Education Association*, October, 1922, p. 343.

**ILLITERATES—1920 CENSUS**

(Ages—10 years and over)

One state has over 425 thousand  
Two states have over 300 thousand  
Six states have over 200 thousand  
Twelve states have over 100 thousand  
Ten states have over 50 thousand

## The Definition of Illiteracy Used in the Federal Census Cannot Be Accepted In a Democracy

The fact that there were 5,000,000 illiterates in the United States in 1920 has a new significance when it is realized that the Federal Census is taken under the following rules:

1. A person must *confess* that he is illiterate to be so enumerated, "no test to determine illiteracy is made by the census enumerator, but the statement of each person enumerated . . . is accepted by the enumerator." W. M. Steuart, Director of the Census.
2. "If a person has had even *the slightest amount of schooling* he is not classed as an illiterate." Vol. 1, 1910 Census, page 1185.
3. The Federal illiteracy figures "should be understood as representing only those persons *who have had no schooling whatever.*" Vol. 3, 1920, Census, page 10.

Illiteracy is a relative term. Men vary all the way from inability to sign their names or to read even digits up to degrees of ability that would be classed as literate by anyone. Just where the line should be drawn between literates and illiterates is somewhat dependent upon the demands to be made upon the persons concerned.

The mere ability to write one's name may be considered sufficient for the great mass of those living in an absolute monarchy. In a democracy where all may vote such a low standard cannot be accepted.

A person is really not literate in a democracy until he is able to read and write with a degree of facility necessary to the intelligent discharge of his duties as a citizen.

The definition of illiteracy in the Federal Census is keyed nearer to the needs of an absolute monarchy than to those of a great democracy. Whereas this may be justifiable from a statistical viewpoint, it should be clearly understood in any interpretation that is made of the Federal Census figures on illiteracy.

In addition to the five million illiterates enumerated by the last Federal Census, there are other millions who deserve to be classified as illiterates in that they lack that degree of educational attainment necessary to discharge intelligently their duties as citizens in a democracy.

*Does the fact that five million people confessed illiteracy in 1920 represent a menace to our democratic institutions?*

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The country is losing \$825,000,000 a year through illiteracy. This estimate is no doubt under rather than over the real loss. The Federal Government and the States spend millions of dollars in trying to give information to the people in rural districts about farming and home-making. Yet 3,700,000, or 10 per cent of our country folk, cannot read or write a word. They cannot read a bulletin on agriculture, a farm paper, a newspaper, the Constitution of the United States, or their Bibles, nor can they keep personal or business accounts.—Franklin K. Lane, when Sec'y of Interior.

## **The Percentage of Illiteracy in Our Population According to the Army Draft is Four Times That Given by the Federal Census**

In the draft, in connection with the psychological test, men were segregated into two groups, literates and illiterates.. A total of 1,552,256 men were given this test during the draft. These men were distributed among twenty-eight camps, located in every section of the country. The figures below summarize the results:

Number of men examined.....	1,552,256
Per cent illiterate.....	24.9

The figures of the Federal Census show that in 1920 6 per cent of the population over ten years of age were illiterate. The draft figures show that 24.9 per cent of men between the ages of 21 and 31 were illiterate. The principal cause of the difference between these two figures is the difference between the definitions of illiteracy of the census and of the draft. The meaning of illiteracy, according to the census, has been explained above. The meaning according to the draft was a lack of the "ability to read and understand newspapers and to write letters," using the English language.

*Can a nation afford to have a fourth of its young manhood unable "to read and understand newspapers and write letters home?"*

### **The Definiton Used in the Army Draft Comes Nearer to Being an Acceptable One For a Democracy Than the One of the Federal Census**

Illiteracy in the draft meant a lack of the ability to read and understand newspapers and write letters home, using the English language. The illiterates of the draft might better be called "the less literate." Many of the men classified in the draft as unable to read and write would not be so classified by a Federal Census enumerator. The basis of classification in both the census and the draft is indefinite, but it is certain that it required a higher degree of literate ability to avoid being classed as an illiterate in the draft than in the Federal enumeration. Whether one accepts the Federal Census or the draft definition is dependent upon his conception of the standard of education that is necessary in order to discharge the duties of citizenship in a democracy.

*Is the degree of literate ability that we have been accepting too low to guarantee the stability of a democracy?*

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Fine distinctions as to the definition and the exact percentage of illiteracy, however, are beside the point. It is not necessary to accept absolutely either the census or the draft definition. The question of fundamental importance to the welfare of the Nation is this: In a democracy in which universal suffrage is in force can we safely disregard the fact that five million of our population are absolute and confessed illiterates, and that 24.9 per cent of our young men are so limited in their command of the English language that they are unable to read and understand newspapers and write letters home?—*Journal of the National Education Association*, October, 1922.

## The Prevalence of Illiteracy in Our Adult Population Constitutes a Menace to Our Democratic Institutions

The accompanying table gives figures as to adult illiteracy. The figures in columns 2 to 4 based on the Federal Census, as has been explained, tend to understate the problem of illiteracy. In column 5 is given the number of adult illiterates by States as indicated by the draft. The numbers given in this column are 24.9 per cent of the population over 21 years of age. This is the percentage of illiteracy in the adult population according to the draft.

It is, of course, true that the 24.9 per cent of illiteracy would not hold constant throughout the States. It would be higher in the Southern and lower in the Northern States. The figures in column 5 should be interpreted with this in mind and should be looked upon as suggestive rather than exact.

The figures in column 6 give the presidential vote in 1920. The number of illiterates of voting age in our population in 1920 was 4,333,111, according to the Federal Census. This number is 16 per cent of the total vote at the 1920 presidential election. The army draft figures indicate, however, that there is somewhere nearer 15,000,000 adult illiterates. This figure is 56.6 per cent of the presidential vote cast in 1920.

Fortunately, all illiterate adults do not vote. A comparison of the figures in columns 5 and 6 indicate, however, that the voice of the uninformed "less literate" voter speaks louder at our elections than we have realized.

Percentage of Illiteracy Federal Census—Army Draft	Native born— White	Foreign born— White	Negro
1	2	3	4
Federal census (21 years and over).....	3.0	13.7	27.4
Army draft.....	14.3	55.9	50.5

### Illiteracy Is Not Confined to Any One Section of the Country

#### *Illiterates by Sections—1920 Census*

Section	Illiterates Over 10 years of age	Per cent
1	2	3
United States.....	4,931,905	6.0
New England.....	289,700	4.9
Middle Atlantic.....	865,382	4.9
East North Central.....	495,470	2.9
West North Central.....	193,221	2.0
South Atlantic.....	1,212,942	11.25
East South Central.....	845,459	12.7
West South Central.....	773,637	10.0
Mountain.....	132,659	5.2
Pacific.....	123,435	2.7

# Adult Illiteracy

States and Divisions	FEDERAL CENSUS, 1920			Illiterates as indicated by Army draft	Presidential vote 1920
	Population over 21 years	Number of illiterates over 21 years	Per cent illiterate		
1	2	3	4	5	6
United States.....	60,886,520	4,333,111	7.1	15,160,743	126,786,758
<b>New England:</b>					
Maine.....	4,591,477	280,826	6.1	1,143,277	1,068,053
Middle Atlantic.....	13,451,656	843,582	6.2	3,349,463	5,652,002
East North Central.....	13,025,595	480,238	3.6	3,243,376	7,123,440
West North Central.....	7,278,548	180,616	2.5	1,812,360	4,295,315
South Atlantic.....	7,212,523	1,006,764	13.9	1,795,915	2,168,329
East South Central.....	4,523,944	700,098	15.4	1,126,461	1,670,928
West South Central.....	5,243,779	611,363	11.5	1,305,701	1,282,945
Mountain.....	1,888,921	113,384	6.0	470,341	1,010,870
Pacific.....	3,670,077	116,240	3.1	913,849	1,577,864
<b>New England:</b>					
Maine.....	475,191	18,572	3.9	118,323	197,530
New Hampshire.....	281,026	15,257	5.4	69,975	159,092
Vermont.....	217,042	8,152	3.8	54,043	89,905
Massachusetts.....	2,411,507	142,750	5.9	600,465	990,113
Rhode Island.....	368,637	30,319	8.2	91,791	167,386
Connecticut.....	838,074	65,776	7.8	208,680	364,027
<b>Middle Atlantic:</b>					
New York.....	6,514,681	415,359	6.4	1,622,156	2,893,672
New Jersey.....	1,897,884	124,358	6.6	472,573	908,638
Pennsylvania.....	5,039,091	303,865	6.0	1,254,734	1,849,692
<b>East North Central:</b>					
Ohio.....	3,558,481	126,645	3.6	886,062	2,019,500
Indiana.....	1,779,820	50,147	2.8	443,175	1,262,398
Illinois.....	3,944,197	169,127	4.3	982,105	2,090,468
Michigan.....	2,215,436	85,613	3.9	551,644	1,045,388
Wisconsin.....	1,527,661	48,706	3.2	380,388	705,686
<b>West North Central:</b>					
Minnesota.....	1,380,834	32,869	2.4	343,828	730,010
Iowa.....	1,428,682	19,444	1.4	355,472	894,094
Missouri.....	2,038,814	77,348	3.8	507,665	1,331,120
North Dakota.....	322,918	9,373	2.9	80,407	205,776
South Dakota.....	344,846	7,640	2.2	85,867	181,419
Nebraska.....	738,310	12,972	1.8	183,839	382,653
Kansas.....	1,024,144	20,970	2.0	255,012	579,243
<b>South Atlantic:</b>					
Delaware.....	136,521	10,088	7.4	33,994	94,836
Maryland.....	862,391	58,877	6.8	214,735	427,264
District of Columbia.....	305,255	10,190	3.3	76,008	123,284
Virginia.....	1,207,074	162,376	13.5	300,561	230,997
West Virginia.....	752,344	61,468	8.2	187,334	509,942
North Carolina.....	1,210,727	204,492	16.9	301,468	538,758
South Carolina.....	779,991	179,482	23.0	194,218	66,802
Georgia.....	1,421,606	261,294	18.4	353,980	154,049
Florida.....	536,614	58,497	10.9	133,617	145,681
<b>East South Central:</b>					
Kentucky.....	1,289,496	136,235	10.6	321,084	918,711
Tennessee.....	1,214,947	153,163	12.6	302,522	428,655
Alabama.....	1,143,395	228,565	20.0	284,705	241,070
Mississippi.....	876,106	182,135	20.8	218,150	82,492
<b>West South Central:</b>					
Louisiana.....	924,184	229,080	24.9	230,122	126,057
Texas.....	2,430,715	233,894	9.6	605,248	486,641
Arkansas.....	867,292	99,413	11.5	215,956	183,637
Oklahoma.....	1,021,588	48,076	4.7	254,375	486,610
<b>Mountain:</b>					
Montana.....	320,562	9,071	2.8	79,820	179,006
Wyoming.....	115,739	2,940	2.5	28,819	56,253
Colorado.....	564,529	22,080	3.9	140,568	292,053
New Mexico.....	185,186	34,952	18.9	46,111	105,399
Arizona.....	187,929	30,636	16.3	46,794	66,803
Utah.....	228,682	5,679	2.5	56,942	145,828
Nevada.....	52,218	3,516	6.7	13,002	27,194
Idaho.....	234,076	4,510	1.9	58,285	138,334
<b>Pacific:</b>					
Washington.....	857,079	17,777	2.1	213,413	397,394
Oregon.....	494,968	8,905	1.8	123,247	237,007
California.....	2,318,030	89,558	3.9	577,189	943,463

<sup>1</sup> This total includes 37,012 votes which are not divided among the states.



Illiteracy is not solely a problem of the South. New York has more illiterates than any State in the Union, and three of our Northern States contain a greater number of illiterates than any other three States of the Union. That the percentage is smaller in our Northern States is beside the issue. A cancer, whether large or small, is a dangerous thing.

#### *Number of Illiterates—1920*

Northern States—	
New York.....	425,022
Pennsylvania.....	312,699
Illinois.....	173,987
Total.....	911,708
Southern States—	
Georgia.....	328,838
Alabama.....	278,082
Mississippi.....	229,734
Total.....	836,654

### **The Removal of Illiteracy Is Principally a Problem of Dealing With the Native-Born Rather Than With the Foreign-Born**

#### *Illiteracy and Place of Birth—1920*

Foreign-born illiterates.....	1,847,172 <sup>1</sup>
Native-born illiterates.....	3,084,733
Total.....	4,931,905

#### *Illiteracy and Place of Birth—Percentages*

Per cent of illiterates native born.....	62
Per cent white native born.....	25
Per cent negro.....	37
Per cent of illiterates foreign born.....	38
Total.....	100

### *Are all American children getting an "unfettered start in the race of life?"*

<sup>1</sup>This figure is 83,432 over the one given in the Federal Census, as illiterate orientals, etc., were not included in the census figure.

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We seem to fail in realizing what illiteracy means to a government of the people, by the people and for the people. This government is becoming less representative and more direct through initiative and referendum, which necessitates a very high degree of general intelligence. Yet we are reliably informed that the educational status of the whole United States on the average is only that of sixth-grade children in the public schools.—S. K. Mardia, *The Ohio Teacher*, February, 1922.

# *Illiterates—1920 Census*

States and Divisions	Ages—10 to 21 years		Ages—21 years and over		Ages— 10 years and over	
	Population	Number of illiterates	Population	Number of illiterates	Population	Number of illiterates
1	2	3	4	5	6	7
<b>United States</b> .....	21,852,795	598,794	60,886,520	4,333,111	82,739,315	4,931,905
New England.....	1,354,512	8,874	4,591,477	280,826	5,945,989	289,700
Middle Atlantic.....	4,214,698	21,800	13,451,656	843,582	17,666,354	865,382
East North Central.....	4,105,191	15,232	13,025,595	480,238	17,130,786	495,470
West North Central.....	2,611,192	12,605	7,278,548	180,616	9,889,740	193,221
South Atlantic.....	3,900,924	206,178	7,212,523	1,006,764	10,513,447	1,212,942
East South Central.....	2,153,285	145,361	4,523,944	700,098	6,677,229	845,459
West South Central.....	2,495,767	162,274	5,243,779	611,363	7,739,536	773,637
Mountain.....	675,542	19,275	1,888,921	113,384	2,564,463	122,659
Pacific.....	941,694	7,195	3,670,077	116,240	4,611,771	123,435
<b>New England:</b>						
Maine.....	146,042	1,668	475,191	18,572	621,233	20,240
New Hampshire.....	80,904	531	281,026	15,257	361,930	15,788
Vermont.....	67,430	336	217,042	8,152	284,472	8,488
Massachusetts.....	695,262	3,857	2,411,507	142,750	3,106,769	146,607
Rhode Island.....	115,151	993	368,637	30,318	483,788	31,312
Connecticut.....	249,723	1,489	838,074	65,776	1,087,797	67,265
<b>Middle Atlantic:</b>						
New York.....	1,888,105	9,663	6,514,681	415,359	8,402,786	425,022
New Jersey.....	596,362	3,303	1,897,884	124,358	2,494,246	127,661
Pennsylvania.....	1,730,231	8,834	5,039,091	303,865	6,769,322	312,699
<b>East North Central:</b>						
Ohio.....	1,065,975	4,361	3,558,481	126,645	4,624,456	131,006
Indiana.....	576,394	1,887	1,779,820	50,147	2,356,214	52,034
Illinois.....	1,240,746	4,860	3,944,197	169,127	5,184,943	173,987
Michigan.....	680,170	2,433	2,215,436	85,613	2,895,606	88,046
Wisconsin.....	541,906	1,691	1,527,661	48,706	2,069,567	50,397
<b>West North Central:</b>						
Minnesota.....	496,298	1,618	1,380,834	32,869	1,877,132	34,487
Iowa.....	484,473	1,236	1,428,682	19,444	1,913,155	20,680
Missouri.....	698,957	6,055	2,038,814	77,348	2,737,771	83,403
North Dakota.....	147,292	564	322,918	9,373	470,210	9,937
South Dakota.....	137,349	469	344,846	7,640	482,195	8,109
Nebraska.....	274,242	812	738,310	12,972	1,012,552	13,784
Kansas.....	372,581	1,851	1,024,144	20,970	1,396,725	22,821
<b>South Atlantic:</b>						
Delaware.....	42,409	420	136,521	10,088	178,930	10,508
Maryland.....	296,562	5,557	862,391	58,877	1,158,953	64,434
District of Columbia.....	72,040	319	305,255	10,190	377,295	10,509
Virginia.....	541,794	32,783	1,207,074	162,376	1,748,868	195,159
West Virginia.....	331,051	7,945	752,344	61,468	1,083,395	69,413
North Carolina.....	633,946	37,111	1,210,727	204,492	1,844,673	241,603
South Carolina.....	439,325	41,185	779,991	179,482	1,219,316	220,667
Georgia.....	728,624	67,544	1,421,606	261,294	2,150,230	328,838
Florida.....	215,173	13,314	536,614	58,497	751,787	71,811
<b>East South Central:</b>						
Kentucky.....	547,938	18,779	1,289,496	136,235	1,837,434	155,014
Tennessee.....	555,815	29,466	1,214,947	153,163	1,770,762	182,629
Alabama.....	587,026	49,517	1,143,395	228,565	1,730,421	278,082
Mississippi.....	462,506	47,599	876,106	182,135	1,338,612	229,734
<b>West South Central:</b>						
Louisiana.....	441,882	69,112	924,184	229,980	1,366,066	299,092
Texas.....	1,125,899	61,950	2,430,715	233,894	3,556,614	295,844
Arkansas.....	435,613	22,424	867,292	99,413	1,302,905	121,837
Oklahoma.....	492,363	8,788	1,021,588	48,076	1,513,951	56,864
<b>Mountain:</b>						
Montana.....	100,881	473	320,562	9,071	421,443	9,544
Wyoming.....	35,254	209	115,739	2,940	150,993	3,149
Colorado.....	182,956	2,128	564,529	22,080	747,485	24,208
New Mexico.....	82,409	6,685	185,186	34,952	267,595	41,637
Arizona.....	67,532	8,495	187,929	30,636	255,461	39,131
Utah.....	102,848	585	228,682	5,679	331,530	6,264
Nevada.....	11,687	286	52,218	3,516	63,905	3,802
Idaho.....	91,975	414	234,076	4,510	326,051	4,924
<b>Pacific:</b>						
Washington.....	244,850	749	857,079	17,777	1,101,929	18,526
Oregon.....	144,019	412	494,968	8,905	638,987	9,317
California.....	552,825	6,034	2,318,030	89,568	2,870,855	95,592

## II. Facts on the Nation's Physical Efficiency

### The Draft Revealed An Alarming Percentage Of Physical Incompetence

#### *Total Rejections for Physical Disability— United States Army, World War <sup>1</sup>*

4,650,500 . . . . .	Men served in United States Army
1,340,623* . . . . .	Men were rejected for general military service on account of physical disabilities
22.4 . . . . .	Per cent rejected for physical disabilities
*Divided as follows:	
925,873	Disqualified draft registrants
405,040	Disqualified at recruiting stations during period when voluntary enlistment was possible
9,710	Drafted men rejected after reaching camp
1,340,623	Total

Physical incompetence was a far more powerful enemy to our military success in the World War than were the efforts of the opposing armies. For every man put out of action by enemy shells, poison gas, and bayonets, there were nearly five who never got into action because their physical disabilities made them unfit for military service.

#### *Physical Rejections and Casualties Compared United States Army—World War <sup>1</sup>*

1,340,623 . . . . .	Men rejected for physical disabilities
248,170 . . . . .	Total war casualties
50,220 . . . . .	Killed and died of wounds
197,950 . . . . .	Wounded in action

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<sup>1</sup> Figures in this table from a communication to the National Education Association by the Adjutant General, dated Sept. 23, 1922. They are described as "based upon the most reliable data yet compiled."

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Repeated surveys have shown that unsanitary conditions in school buildings are common. Inadequately lighted rooms, desks and seats that are not properly fitted to the size of the child, worn-out toilet apparatus, inadequate ventilation, floors and walls that are so worn and out of repair that it is impossible to keep them clean, ill-ventilated and inadequate cloak-rooms, and lack of proper washing facilities. . . . They are all factors which make for lowered vitality in the children and which may easily predispose toward disease.—New York Department of Health.

A surprising percentage of the drafted men "possessed physical defects of such degree as to prevent them from rendering military service of any kind." That is, their physical condition promised to make them a liability rather than an asset, it mattered not in what branch of the army they might be placed.

The facts as they concern the drafted men are given in the following table:

*Rejections for Physical Disabilities*<sup>1</sup>

	Number	Per cent
Men examined, December 15, 1917, to September 11, 1918. . . .	3,208,446	100
Men fully qualified for general military service. . . . .	2,259,027	70.41
Men disqualified for general military service. . . . .	*949,419	29.59
*Divided as follows:		
Men qualified for limited but not general military service. . . . .	427,813	13.34
Men disqualified wholly for any type of military service. . . . .	521,606	16.25

*Can the fact that one in every four of our young men possess "physical defects of such a degree as to prevent their qualifying for general military service" safely be disregarded?*

<sup>1</sup>The quotations and figures subsequently appearing, unless it is otherwise indicated are from the Second Report of the Provost Marshal General to the Secretary of War, on the operations of the selective draft system of December 20, 1918. The 2,259,027 men in the table who qualified for general military service represent 81 per cent of all those inducted by the draft, and may be accepted as representative for the draft as a whole.

In order to promote the physical well-being of all the people a proper system of physical examinations and health instruction must be universally carried on in the various grades of the schools. . . . Physical education presents the greatest opportunity the nation has of developing national power. Health instruction is the most vital part of the child's education. When a community makes education compulsory, it becomes responsible for the physical as well as the mental welfare of the child. Is your city fully living up to that responsibility? Are the schools of your city giving health education to all the children or are they graduating educated invalids?—"The Schools of Your City," Chamber of Commerce of the United States, Washington, D. C., p. 7.

A study of "accidents by nationality" in the coal mines of Pennsylvania and West Virginia shows:

1. Half of the mine employees speak English (49%).  
Journal of Medicine, December, 1921.

illiteracy and of near-illiteracy is alarmingly great, and—attached to polyglot population—has made the country almost negligible, that our large foreign population constitutes a serious problem for education and for society, that most country children do not have anything like a fair opportunity for education, that in many sections of the country short school terms made effective education all but impossible, that a large part of our teachers lack proper education, training, and experience—let us recognize all these and many other defects of education too numerous to catalog. They are conditions which cry aloud for reform in the appealing voices of children deprived of their rights as American citizens. They are undoubted and indubitable facts which cannot be ignored.—Alexander J. Inglis, Harvard University.

What shall it profit a child if he gain the whole world of knowledge and lose his own health?—Dr. Stanley G. Hall.

## The Men, One Fourth of Whom Were Rejected For Physical Disabilities Were A Selected Group From Our Adult Population

The percentage of men rejected for general military service is sufficiently startling without further elaboration. It becomes even more significant, however, when it is realized that all the men of this group were included in the ages from 21 to 30, the period of life when a man is supposed to be at his best physically. Had the examinations included those over 30 years of age, the per cent disqualified would doubtless have been materially increased. This supposition is borne out by the results of the draft.

### *Rejections for General Military Service—Age Factor Considered*

Ages	Number of men examined	Number rejected for general military service	Per cent	Number rejected for any type of service	Per cent
Group I—21-30 inclusive.	2,693,448	830,401	30.83	470,457	17.47
Group II—21 years only.	514,998	119,018	23.11	51,149	9.93

The men in Group I made up of those varying from 21 to 30 years of age showed 30.83 per cent rejections for general military service; 17.47 per cent being absolute rejections. The men in Group II made up wholly of those 21 years of age yielded 23.11 per cent rejections for general military service; 9.93 per cent being absolute rejections. The percentage of rejections from Group I, containing the men from 21-30, is appreciably higher than the percentage of rejections for Group II made up of younger men.

If we had been called upon to place our full effective man-power in the field and had mobilized the men over thirty, the percentage of rejections for physical disabilities would have been even more startling.

Referring to this point, Dr. Eugene Lyman Fisk states:

Sixty per cent of unfitness between 31 and 45 would be a conservative estimate if reasonable standards are maintained, standards that aim to exclude men who would almost certainly be injured and broken by war service, even though unwounded.

*One-fourth of the men under thirty physically incompetent—is there a warning for the Democracy in this fact?*

<sup>1</sup> Figures in this table from a communication to the National Education Association by the Adjutant General, dated Sept. 23, 1922. They are described as "based upon the most reliable data yet compiled."

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Repeated surveys have shown that unsanitary conditions in school buildings are common. Inadequately lighted rooms, desks and seats that are not properly fitted to the size of the child, worn-out toilet apparatus, inadequate ventilation, floors and walls that are so worn and out of repair that it is impossible to keep them clean, ill-ventilated and inadequate cloak-rooms, and lack of proper washing facilities. . . . They are all factors which make for lowered vitality in the children and which may easily predispose toward disease.—New York Department of Health.

## The Physical Standards Used In The Draft Examinations Were Lowered From Those Used In Peace Time

An important consideration in properly analyzing the figures for physical rejections is the standard maintained by the Draft Examining Boards. These were materially lowered from peace-time Army standards, as the following statement of the Provost Marshal General shows:

The physical standards adopted at first for the selective service were based on those used by the Army under the volunteer system. . . . It was soon found that these standards were too severe. In time of peace, when the supply of volunteers ordinarily exceeds the demand, a high physical standard may be exacted. When a necessity exists for great numbers, many minor physical defects must perforce be waived in order to secure the requisite man-power.

On request of the Provost Marshal General, a committee was therefore appointed by the Surgeon General of the Army to formulate a new set of physical standards. This was completed and promulgated to draft boards in June, 1918.<sup>1</sup>

The higher standards maintained in the peace-time Army, Navy, and Marine Corps show a greater percentage of rejection for physical disabilities than was true in connection with the draft.

## The Methods Used In The Draft Examinations Conceal A Large Percentage Of Physical Defects

Only the defect first discovered by the examining physicians was recorded when a man was rejected from the draft for physical reasons. A man might have been rejected for an eye defect who was at the same time suffering from an advanced case of some other disease such as tuberculosis or heart disease. The cause of rejection recorded in such cases, however, is the minor one. This fact has been clearly recognized by one student of the draft figures who states:

Millions of defects, perhaps of more importance than the prominent defect, were submerged in the records.<sup>2</sup>

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<sup>1</sup> Second Report of the Provost Marshal General to the Secretary of War, p. 151.

<sup>2</sup> Preventable Diseases of Adult Life, Eugene Lyman Fisk, M. D., New York State Journal of Medicine, December, 1921.

illiteracy and of near-illiteracy is alarmingly great, and attention to physical education is almost negligible, that our large foreign population constitutes a serious problem for education and for society, that most country children do not have anything like a fair opportunity for education, that in many sections of the country short school terms made effective education all but impossible, that a large part of our teachers lack proper education, training, and experience—let us recognize all these and many other defects of education too numerous to catalog. They are conditions which cry aloud for reform in the appealing voices of children deprived of their rights as American citizens. They are undoubted and indubitable facts which cannot be ignored.—Alexander J. Inglis, Harvard University.

What shall it profit a child if he gain the whole world of knowledge and lose his own health?—Dr. Stanley G. Hall.

## The Draft Figures Concerning Rejections For Physical Deficiencies Are An Understatement Of The Nation's Physical Deficiencies

1. They concern a selected group of men all under 31 years of age. They do not concern men over 31 years of age for whom there would have been a higher percentage of rejections.

2. The standards used in the examination were lower than those used in peace time. The "new set of physical standards" formulated for the draft recognized that: "When a necessity exists for great numbers, many minor physical defects must perforce be waived in order to secure the requisite man-power."

3. The draft figures are but a partial statement of the defects possessed by those rejected.

## The Physical Disabilities That Caused The Rejections For Military Service Are Preventable

### *Defects Resulting in Disqualification for Military Service.<sup>1</sup>*

Cause of rejection	Per cent rejected for cause given
Heart and Blood Vessels . . . . .	13.07
Bones and Joints . . . . .	12.35
Eyes . . . . .	10.65
Tuberculosis (Respiratory) . . . . .	8.67
Developmental Defects (Height, Weight, Chest, Muscles) . . . . .	8.37
Hernia . . . . .	6.04
Mental deficiency . . . . .	5.24
Nervous disorders . . . . .	5.07
Ears . . . . .	4.38
Flatfoot . . . . .	3.87
Teeth . . . . .	3.16
Skin . . . . .	2.68
Other defects and causes not given . . . . .	16.45
Total . . . . .	100.00

It is the verdict of medical men that most of the defects listed as the causes for rejection could have been prevented by adequate physical education programs. One authority states: "The data given are the most reliable data yet compiled."

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Repeated surveys have shown that unsanitary conditions in school buildings are common. Inadequately lighted rooms, desks and seats that are not properly fitted to the size of the child, worn-out toilet apparatus, inadequate ventilation, floors and walls that are so worn and out of repair that it is impossible to keep them clean, ill-ventilated and inadequate cloak-rooms, and lack of proper washing facilities. . . . They are all factors which make for lowered vitality in the children and which may easily predispose toward disease.—New York Department of Health.

An analysis in detail of the causes of rejection clearly indicate the preventable nature of these impairments, and also clearly points the way to remedial and preventive work.<sup>1</sup>

Another authority makes the following statements with regard to the possibility of preventing the conditions that brought about the high percentage of rejections.<sup>2</sup>

1. Heart disease could be prevented by proper strengthening of the heart through physical activities, by proper removal of physical defects such as bad tonsils, infected teeth, etc.

2. Malformation of the limbs may be prevented to some extent by proper physical activities.

3. Defective vision oftentimes would be prevented to some extent by proper physical activities.

4. Under size may be prevented by proper physical activities, by proper instruction in regard to nutrition . . . and preparation of food and the like.

5. Hernia undoubtedly in the majority of cases would be prevented by the development of abdominal muscles. This would be accomplished through physical education.

6. Proper physical education and instruction in the care of the feet and selection of shoes, such as we have in our new syllabus in teaching of hygiene, will prevent a large proportion of the flat foot.

A large proportion of the physical defects that resulted in the disqualifications of our young men for general military service would be preventable through a comprehensive National health and physical education program. The rejections for physical deficiencies do not mean that there is a general decadence of the race from the physical side. They do indicate ignorance of the simple rules of health and hygiene.

*Should ignorance of the simple rules of health and hygiene be allowed longer to undermine the nation's physical efficiency?*

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<sup>1</sup>Some Lessons from the Draft Examination, Eugene Lyman Fisk, M. D. This quotation was not made with reference to the table given. It refers to a tabulation of the causes of rejection for a smaller group of men. The causes of rejection prominent in this table, however, are also prominent in the more comprehensive table presented here.

<sup>2</sup>Dr. C. H. Keene, Director Health Bureau, Dept. Public Instruction, Pennsylvania, referring to the rejections in connection with the Army Draft examinations.

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In the first place let us recognize that in all parts of this country public education is very, very far from being that which we should all like to see it, that in parts of the country it is almost unbelievably bad, that vocational education has scarcely begun to be recognized, that the amount of illiteracy and of near-illiteracy is alarmingly great, that attention to physical education throughout the country is almost negligible, that our large foreign population constitutes a serious problem for education and for society, that most country children do not have anything like a fair opportunity for education, that in many sections of the country short school terms made effective education all but impossible, that a large part of our teachers lack proper education, training, and experience—let us recognize all these and many other defects of education too numerous to catalog. They are conditions which cry aloud for reform in the appealing voices of children deprived of their rights as American citizens. They are undoubted and indubitable facts which cannot be ignored.—Alexander J. Inglis, Harvard University.

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## Physical Incompetence Impairs A Nation's Efficiency In Peace As Well As In War

The annual economic loss from preventable disease and death in our working population is one billion eight hundred million dollars. "There is experimental basis for the statement that this loss could be materially reduced and leave a balance over and above the cost of prevention of over \$1,000,000,000 a year."<sup>1</sup>

One billion dollars! Almost the total expenditure, state, county and municipal, this year, for public school education in the United States. Not only could a physical education program be made to pay its own way, but it would come very near paying for all the teachers' salaries, for all the new buildings and equipment, and for all current expenditures from anthracite coal to kindergartners' sand, that go to make up the annual budget of American schools.

Here is how some of the waste occurs:<sup>1</sup>

1. The 42,000,000 men and women gainfully employed probably lose on an average more than eight days each annually from illness disabilities, including non-industrial accidents—a total of 350,000,000 days.

2. Of the 500,000 workers who die each year, it is probable that the death of at least one-half is postponable, by proper medical supervision, periodic medical examination, *health education*, and community hygiene.

3. The economic loss from tuberculosis death rate as affecting the working population is \$500,000,000 annually.

4. Malaria . . . is responsible for much sub-standard health, and probably affects 1,500,000 people annually, covering 27,000,000 days absence.

5. It is estimated that 25,000,000 workers have defective vision requiring correction. It is the experience of a number of plant executives that the correction of sub-standard vision brings increased quality and quantity of production, sufficient to pay for the cost.

6. A very large proportion of workers have defective teeth and mouth infection and other serious physical defects which reduces their effectiveness.

7. The total direct cost of industrial accidents in the United States in 1919, including medical aid and insurance overhead, was not less than \$1,014,000,000. Of this \$349,000,000 was borne by employers and \$665,000,000 by employees and their dependents. . . . Experience indicates, and authorities agree, that 75 per cent of these losses could be avoided.

Employment in the government service in Washington is generally regarded as ideal, so far as working conditions and hours are concerned. In the principal departments and bureaus in Washington on July 1, 1921, there were listed 60,358 employees. These employees work seven hours a day, they have thirty days vacation, and have a half holiday on Saturdays during the summer months. During the fiscal year of 1920-21 these employees were sick, on the average, 7.17 days.<sup>2</sup> At an estimated average salary of \$4 a working day, the United States Government paid these employees nearly two million dollars in a year for being sick!

*Should the nation collect those dividends in better workmanship, greater happiness and increased National morale that a comprehensive physical education program will make payable?*

<sup>1</sup> Quoted from "Waste in Industry," a publication of the Committee on Elimination of Waste in Industry of the Federated American Engineering Societies, appointed by Herbert Hoover. McGraw-Hill Book Company, Inc., 1921, pp. 20 to 23 and 32.

<sup>2</sup> Based on figures compiled by the U. S. Bureau of Efficiency, Washington, D. C.

*Physical Rejections By States<sup>1</sup>*  
(Dec. 15, 1917 to Sept. 11, 1918)

Divisions	Men examined	Disqualified for general military service	Per cent dis- qualified for general mili- tary service
1	2	3	4
United States.....	3,208,446	949,419 <sup>2</sup>	29.59
Alabama.....	69,284	15,567	22.47
Arizona.....	8,979	4,038	44.97
Arkansas.....	58,928	12,368	20.98
California.....	67,772	26,637	39.30
Colorado.....	30,087	12,318	40.94
Connecticut.....	38,631	15,910	41.18
Delaware.....	7,003	2,404	34.33
District of Columbia.....	12,538	3,469	27.68
Florida.....	32,780	8,121	24.77
Georgia.....	84,191	22,664	26.92
Idaho.....	15,871	4,621	29.11
Illinois.....	225,127	61,620	27.37
Indiana.....	74,356	20,545	27.63
Iowa.....	78,272	17,908	22.87
Kansas.....	48,669	10,521	21.62
Kentucky.....	75,024	16,668	22.22
Louisiana.....	66,142	15,571	23.54
Maine.....	22,646	7,881	34.81
Maryland.....	38,392	12,155	31.65
Massachusetts.....	108,356	46,140	42.58
Michigan.....	115,412	44,686	38.72
Minnesota.....	81,862	19,663	24.02
Mississippi.....	55,615	12,239	22.01
Missouri.....	115,030	31,081	27.01
Montana.....	31,547	8,388	26.60
Nebraska.....	41,646	9,091	21.82
Nevada.....	3,482	1,075	30.87
New Hampshire.....	12,258	4,465	36.43
New Jersey.....	93,964	31,475	33.50
New Mexico.....	11,983	2,687	22.41
New York.....	315,536	123,225	39.05
North Carolina.....	75,498	20,283	26.86
North Dakota.....	25,151	5,653	22.48
Ohio.....	166,177	46,035	27.71
Oklahoma.....	65,374	11,229	17.18
Oregon.....	23,996	7,414	30.90
Pennsylvania.....	246,884	75,783	30.70
Rhode Island.....	15,395	7,131	46.32
South Carolina.....	40,197	12,106	30.12
South Dakota.....	25,806	6,088	23.59
Tennessee.....	70,367	19,048	27.07
Texas.....	131,586	29,724	22.59
Utah.....	13,844	4,092	29.55
Vermont.....	10,761	4,705	43.72
Virginia.....	68,177	19,031	27.92
Washington.....	37,581	16,781	44.65
West Virginia.....	51,473	11,426	22.19
Wisconsin.....	90,517	25,938	28.65
Wyoming.....	8,279	1,751	21.15

<sup>1</sup> Second Report of the Provost Marshal General to the Secretary of War, p. 417.

<sup>2</sup> The majority of these, 16.25 per cent of those examined, "possessed physical defects of such degree as to prevent them from rendering military service of any kind."

Studies that have been made in widely-separated cities, in schools attended by children of the well-to-do as well as children of the poor, indicate a surprising prevalence of remedial defects, such as malnutrition, deafness, decayed teeth, poor eyesight, incipient tuberculosis.—The Schools of Your City, Chamber of Commerce of the United States, Washington, D. C.

Most of the factors tending to cause eye strain exist in the schools. Among them are improper illumination, glare from windows, from glazed paper and from improperly arranged artificial illumination, improper seating, poor printing and improper type.—Berkowitz, "The Eyesight of School Children."

### III. Facts on the Foreign Born

#### The Problem of the Immigrant as to Numbers

##### *Foreign-born Residents in the United States—Federal Census*

Year	Total Population	Foreign- born	Per cent Foreign-born
1	2	3	4
1870.....	38,558,371	5,567,229	14.4
1880.....	50,155,783	6,679,943	13.3
1890.....	62,947,714	9,249,960	14.6
1900.....	75,994,575	10,341,276	13.6
1910.....	91,972,266	13,515,886	14.6
1920.....	105,710,620	13,920,692	13.1

The number of foreign-born has been steadily increasing. Between 1910 and 1920 there was an increase of 404,806, in spite of the fact that the war decidedly cut down the number of alien immigrants admitted.

##### *Number of Alien Immigrants Admitted Yearly*

1914.....	1,218,480
1915.....	326,700
1916.....	298,826
1917.....	295,403
1918.....	110,618
1919.....	141,132
1920.....	430,001
1921.....	805,228
1922.....	309,556

Besides the foreign-born, there are millions who although native-born, constitute an equally serious assimilative problem. The war brought home to the average American citizen the fact that foreign settlements, described as "Alien Islands," exist in various parts of our country. People living in these settlements are often wholly out of sympathy with American ideals, but are not classed as aliens in any census, since they are native-born.

In 1920 there were 22,686,204 people in the United States, one or both of whose parents were foreign-born. Millions of these constitute a problem of Americanization even more grave than that presented by the immigrant. Being native-born, they have the right of the ballot, and yet often attend foreign-language schools and retain the language and ideals of the country from which their parents or grandparents came.

##### *Foreign Stock In the United States—1920*

Foreign Born.....	13,920,692
Foreign and Mixed Parentage.....	22,686,204
Total.....	36,606,896

*Does the presence within our borders of millions of alien residents, unfamiliar with American ideals and customs, represent a menace to our democratic institutions?*

## The Changing Character of Immigration

Equally important with the increase in numbers is the change in the type of immigrant entering the country. Practically all of the earlier immigration came from Northwestern Europe, from countries in which the level of education is similar to our own. About 1880 the character of immigration changed in a very remarkable manner.

### *Immigration From Three Southern and Eastern European Countries*

Country of birth	Immigrants admitted in decade preceding—					
	1870	1880	1890	1900	1910	1920
1	2	3	4	5	6	7
Italy.....	11,728	55,759	307,309	655,694	2,045,877	1,109,524
Russia.....	4,536	52,254	265,088	593,703	1,597,306	921,957
Austria-Hungary..	7,800	72,969	353,719	597,047	2,145,266	896,342
Totals.....	24,064	180,982	926,116	1,846,444	5,788,449	2,927,823

### *Immigration From Three Northern European Countries*

Country of birth	Immigrants admitted in decade preceding—					
	1870	1880	1890	1900	1910	1920
1	2	3	4	5	6	7
Great Britain.....	606,896	548,043	807,357	342,333	525,950	341,652
Germany.....	787,468	718,182	1,452,970	543,922	341,498	143,945
Norway & Sweden.	109,298	211,245	568,362	325,943	440,039	161,469
Totals.....	1,503,662	1,477,470	2,828,689	1,212,198	1,307,487	647,066

Immigration from North and West Europe declined abruptly and was replaced by an inflow of alien peoples from the South and East Europe. Nearly six million people entered the United States from three southern and eastern European countries between 1900 and 1910.

*Does the swing of the tide of immigration from northern to southern and eastern Europe increase the difficulty of assimilating the foreign-born?*

## The New Immigration Magnifies the Problem of Americanizing the Foreign-born

This enormous influx from countries in which social and political ideals are radically different from our own, and in which education is at a low ebb, gives a new significance to the ever-increasing number of aliens in our midst.

*Per Cent of Illiteracy—Southern and Northern European Countries Compared*

Southern and Eastern Europe	Per cent illerate	Northern Europe	Per cent illerate
1	2	3	4
Italy.....	37.0	Great Britain.....	1.7
Russia.....	69.0	Germany.....	.2
Austria-Hungary.....	26.0	Norway and Sweden.....	1.0
Average.....	44.0	Average.....	1.0

The seriousness of the double program created both by the increase in numbers and the change in character of our immigrants has been recognized by Congress, which in May, 1921, passed "An Act to limit immigration of aliens into the United States." This Act is described in the 1921 annual report of the Commissioner General of Immigration as "the first strictly immigration law which provides for actually limiting the number of aliens . . . admitted to the United States."

*Quota of Immigrants Under Immigrant Limitation Act Effective June 3, 1921*

Countries	Yearly quota, 1922	Monthly quota, 1922
Southern and Eastern Europe.....	151,809	30,362
Northern Europe.....	202,056	40,410
Asiatic.....	3,454	692
Miscellaneous.....	484	97
Total.....	357,803	71,561

It provides "that the number of aliens of any nationality who may be admitted under the immigration laws to the United States in any fiscal year shall be limited to 3 per centum of the number of foreign-born persons of such nationality resident in the United States as determined by the United States census of 1910."

The Act to limit immigration, although a radical departure from our former immigration policy, yet allows 358,000 immigrants to enter our country each year, 152,000 of which may come from Southern and Eastern Europe.

*Quotas and Number of Immigrants Year Ended June 30, 1922*

Northern Europe	Quota allowed	Number admitted	Per cent filled	Southern Europe	Quota allowed	Number admitted	Per cent filled
1	2	3	4	5	6	7	8
Germany.....	67,607	31,218	46.2	Russia & Poland	61,146	55,037	90.0
United Kingdom.	77,342	64,172	82.9	Italy.....	42,057	42,149	100.2
Scandinavia ....	37,863	16,678	44.0	Austria-Hungary	13,089	10,832	82.7
Totals.....	182,812	112,068	61.3	Totals .....	116,292	108,018	92.9

If the Immigrant Act had come thirty years ago, the country would not face the problem presented by the great mass of unassimilated Southern and Eastern European aliens now within our borders. The door has been closed too late, however. Millions of these people are already with us, the majority of them from the Southern and Eastern European Countries. We are face to face with the problem of making them good American citizens.

*Origin of the Fourteen Million Foreign-born in the United States In 1920*

Country of birth	Per cent of our total foreign born	Per cent of illiteracy in each country
1	2	3
Germany.....	12.3	.2
Great Britain.....	8.3	1.7
Norway and Sweden.....	7.3	1.0
Other Northern European countries and Canada...	20.7	5.6
Per cent from Northern European stock....	48.6	2.1
Russia and Poland.....	18.5	69
Italy.....	11.7	37
Austria and Hungary.....	7.1	26
Other Southern European countries.....	8.9	66
Latin American.....	3.9	69.6
Per cent from Southern European stock.....	50.1	53.5
Asiatic, etc.....	1.3	....
Total.....	100	....

*Should the United States give every foreign-born resident the opportunity to be through education a good American citizen?*

## Illiteracy and Non-English Speech Among Immigrants

The percentage of illiteracy among the foreign-born is high, and the number of foreign-born illiterates within our borders has been increasing:

### *Illiterate Foreign-born in the United States*

1900.....	1,287,135
1910.....	1,650,361
1920.....	1,763,740

The menace represented by the rapidly increasing numbers of foreign-born illiterates in our borders was recognized by the Federal Government when it adopted the law of 1917, requiring immigrants to pass a literacy test. This law has reduced the number of immigrant illiterates admitted, but does not completely cut off the flow of illiterates from this source, due to certain exceptions allowing the entrance of illiterates. With the law in full effect, 50,000 illiterate immigrants have been admitted in the past three fiscal years.

### *Illiterate Immigrants Admitted to the United States*

1920.....	11,395
1921.....	27,463
1922.....	10,743
Total.....	49,601

The menace of the illiterate alien has resulted in the passage of laws by some of our States making it impossible to qualify for citizenship until one has learned to read and write in English. In 1921 an amendment to the New York State Constitution was passed, which reads as follows:

After January 1, 1922, no person shall become entitled to vote . . . unless such person is also able, except for physical disability, to read and write English.

The laws passed by the Federal and the New York State Governments affecting the illiterate alien do not touch the main problem, however. Such laws keep the problem from becoming any worse. They do not guarantee that the millions of aliens thus denied the right of the ballot will later qualify as intelligent citizens.

In 1920 there were 1,500,000 foreign-born people over ten years of age in the country who were unable to speak English, and 1,763,740 illiterate foreign-born. The number of illiterate and non-English speaking aliens, however, is only a partial measure of the need for Americanization. To understand and read English is but the *first step* towards intelligent participation in our National affairs.

*Should not the United States make it possible for every foreign-born resident to take the first step towards becoming an intelligent American citizen?*

# The Americanization Problem by States

Divisions	Foreign born, 1920 census	Distribution of immigrant aliens entering U. S. in 1921	Native whites of foreign or mixed parent- age, 1920 census
1	2	3	4
United States.....	13,920,692	805,228	22,686,204
Alabama.....	17,662	890	35,241
Arizona.....	78,099	3,894	62,205
Arkansas.....	13,975	298	39,090
California.....	681,662	43,242	905,094
Colorado.....	116,954	2,759	204,108
Connecticut.....	376,513	25,137	533,013
Delaware.....	19,810	1,134	32,929
District of Columbia.....	28,548	2,032	58,824
Florida.....	43,008	4,724	62,850
Georgia.....	16,186	841	30,231
Idaho.....	38,963	1,074	92,453
Illinois.....	1,206,951	48,358	2,025,819
Indiana.....	150,868	6,039	368,659
Iowa.....	225,647	4,567	629,981
Kansas.....	110,578	1,259	289,524
Kentucky.....	30,780	590	110,646
Louisiana.....	44,871	1,927	110,016
Maine.....	107,349	6,773	162,566
Maryland.....	102,177	3,917	209,472
Massachusetts.....	1,077,534	64,053	1,495,217
Michigan.....	726,635	36,549	1,204,545
Minnesota.....	486,164	9,202	1,055,145
Mississippi.....	8,019	653	19,181
Missouri.....	186,026	5,268	502,082
Montana.....	93,620	2,006	164,837
Nebraska.....	149,652	2,387	372,503
Nevada.....	14,802	739	19,612
New Hampshire.....	91,233	4,168	125,586
New Jersey.....	738,613	43,777	1,085,799
New Mexico.....	29,077	849	32,279
New York.....	2,786,112	263,640	3,717,649
North Carolina.....	7,099	582	11,477
North Dakota.....	131,503	1,578	300,485
Ohio.....	678,697	43,923	1,224,074
Oklahoma.....	39,968	718	102,119
Oregon.....	102,151	4,153	169,269
Pennsylvania.....	1,387,850	85,992	2,294,805
Rhode Island.....	173,499	10,725	246,928
South Carolina.....	6,401	411	12,719
South Dakota.....	82,391	1,075	228,158
Tennessee.....	15,478	562	37,758
Texas.....	360,519	21,898	445,384
Utah.....	56,455	1,796	139,665
Vermont.....	44,526	2,956	78,966
Virginia.....	30,785	6,745	52,630
Washington.....	250,055	10,688	358,016
West Virginia.....	61,906	5,406	82,472
Wisconsin.....	460,128	9,002	1,102,116
Wyoming.....	25,255	931	42,007



## IV. Facts On Inequality in Educational Opportunity

### All American Children Do Not Have an Equal Opportunity to Learn to Read and Write

Whether a child is to acquire that most elemental educational attainment—the ability to read and write—is dependent upon the accident of residence. If reared in a rural community he has four times the chance of reaching maturity illiterate that he has if reared in a city. Only 1.82 per cent of our native-born city residents are illiterate, whereas 7.01 per cent of our rural native-born cannot read and write.

NATIVE-BORN ILLITERATES (Over Ten Years of Age)									
	WHITE			NEGRO			TOTAL NATIVE		
	Popu- lation over ten years	Number of illiterate	Per cent illiter- ate	Popu- lation over ten years	Number of illiterate	Per cent illiter- ate	Popu- lation over ten years	Number of illiterate	Per cent illiter- ate
Urban.....	30,666,242	211,113	.69	2,999,642	402,170	13.4	33,665,884	613,283	1.82
Rural.....	30,195,621	1,031,459	3.4	5,053,583	1,439,991	28.5	35,249,204	2,471,450	7.01
Rural with equal opportunity....	30,195,621	208,350	.69	5,053,583	677,180	13.4	35,249,204	641,535	1.82
Illiteracy due to inadequate schools.....		823,109			762,811			1,829,915	

If our rural schools had been as effective as our city schools in preventing illiteracy—that is, if they had kept the per cent of illiteracy down to 1.82—there would have been 1,829,915 fewer native illiterates in the country in 1920. The willingness to tolerate the makeshift rural school is responsible for the existence of nearly 2,000,000 native-born adults doomed to go through life lacking that most elemental educational attainment, the ability to read and write.

*Should the opportunity to learn to read and write be guaranteed to all American children irrespective of where they happen to live?*

The city child has the advantage of a teacher for each grade, while one teacher must teach eight grades in the country. Most city teachers have been to college or normal school, but over half the rural teachers have not even graduated from high school.

We think that educational advantages are the chief reason for the drift of the rural population to the city. The farmer would not want a dress for his wife made out of material that the city man refused. Therefore we believe that he will not long continue to deny to his boy and girl the advantages of education which the city child enjoys. The same financial support, together with consolidated schools and good roads, will solve the difficulty.—JOHN J. TUCKER, United States Commissioner of Education.

## All American Children Do Not Have an Equal Opportunity to Attend School

"The average city school is open 182 days in the year, the average rural school is open 142 days in the year." John J. Tigert, U. S. Commissioner of Education.

But "averages" are often misleading. The statement might read, "Practically all city schools are open 170 days<sup>1</sup> or more each year, whereas many rural schools maintain terms of less than 100 days—*some no school at all.*"

"In at least two states there are some districts where no public school will be held this year [1922], or if any, only the month or so possible with the state aid."<sup>2</sup>

In every state in the Union there are wide differences in the opportunity that children of different communities have to attend school. Rural children are usually at a decided disadvantage. The 1920 Federal Census shows that 94.4 per cent of city children of the ages of seven to fourteen are attending school, whereas but 87.6 of rural children of the same age are "attending school." These percentages do not tell the whole truth, however. A rural child who has attended school but a few days or weeks during the school year is enumerated as "attending school" along with the city child who has attended nine or ten full months in the year.

The inequalities that exist in opportunities to attend school has been brought out by a number of recent state surveys.

### KENTUCKY

Conditions recently found in Kentucky are well summed up in the following quotation taken from a survey of Kentucky schools, completed in 1921, ". . . the actual rural school term is approximately 113 days. This inadequate school term places rural school children at a great disadvantage as compared with their less numerous contemporaries in city and graded districts. For example, in the grade and city school districts children have, as a rule, during the eight years of the elementary course, a total of 72 months of schooling, whereas rural children have ordinarily only 48 months. Working under this handicap, country children must either do one-third more work in a given period than graded and city school children, or take twelve instead of eight years to complete the elementary school program. Few rural children are able to remain in school so long, and few are able to do more in a given period than their graded school and city cousins. *The result is that rural school children are actually receiving on the average even less than two-thirds as much elementary education as graded and city school children.*"<sup>3</sup>

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<sup>1</sup> Of cities over 10,000 population 91 per cent maintain school terms over 170 days. U. S. Bureau of Education, Bulletin 1920, No. 24, p. 371.

<sup>2</sup> Alexander, School and Society, Sept. 23, 1922.

<sup>3</sup> Public Education in Kentucky, Report of Kentucky Educational Commission, pp. 87 and 88.

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The death rate in rural areas is five times as high as in New York, the metropolis of the nation.—Health Essentials for Rural School Children, New York.

## ARKANSAS

In 1920, 120 Arkansas school districts levied no school tax at all. In 1921 something over 70 pursued the same policy. The average school year per county varied all the way from 8 to 3 months. . . .

There are in Arkansas, eleven cities of 10,000 and over. In reply to an inquiry sent out in November, 1921, . . . six of the eleven replied that they charged tuition or raised money by other unusual means.<sup>1</sup>

## COLORADO

### *Length of School Term—Colorado Counties*

(U. S. Bureau of Education, Bulletin 6, 1922, p. 15)

<i>Name of County.</i>	<i>Average School Term in Days.</i>
Crowley.....	167
Cheyenne.....	151
Pueblo.....	141
Montezuma.....	133
Baca.....	98

## WEST VIRGINIA

(Report of State Superintendent of Public Instruction, 1920)

### *Average Length of School Term—1920*

<i>County.</i>	<i>District.</i>	<i>No. of Days.</i>
Berkeley.....	Martinsburg.....	200
Harrison.....	Clarksburg.....	180
Harrison.....	Union.....	120
Wirt.....	Tucker.....	86
Putnam.....	Curry.....	85
Greenbrier.....	Anthony's Creek.....	69

## INDIANA

A recent study in Indiana revealed the following:<sup>2</sup>

"There are thousands of Indiana boys and girls not within reasonable reach of a standard high school. Because of the scarcity of high schools in their counties, many of them may never hope to obtain a high school education, while in other counties there is a high school within easy reach of every pupil so that he can attend school and remain at home with his parents. *Is it any wonder that 90 per cent of the eighth-grade graduates in some counties enter the high school as against 18 per cent of the eighth-grade graduates in other counties?*"

Similar conditions exist in practically every state in the union in greater or less degree. In no state are all children given an equal opportunity to attend school.

*Should the opportunity to attend school be dependent upon the accident of place of birth?*

<sup>1</sup> Professor Fletcher Harper Swift, University of Minnesota.

<sup>2</sup> What is Needed to Advance Indiana's School System from 17th to 1st Place, pamphlet issued by Indiana Educational Campaign Committee.

**All American Children Do Not Have an Equal Opportunity to Attend  
an Adequately Equipped School**

*School Money Comes Principally from Local Taxation*

The financial support of our public schools generally comes from two sources: State funds resulting from a general State tax, and local funds resulting from a local tax. Since only about a fifth of the money comes from the State, our schools are principally dependent upon the local money for support.

The part of the financial burden of supporting the schools that is being placed upon the purely local communities in the United States is increasing. The table below shows this clearly:

<i>Year</i>	<i>Per Cent of School Revenue from Local Taxes<sup>1</sup></i>
1890.....	68
1900.....	67
1910.....	72
1918.....	78
1920.....	84

*Local Communities Vary Enormously in Ability to Provide Schools*

Many local districts are unable to provide sufficient money for their schools even though the highest tax possible under the law is levied; others are able to support an excellent school with a comparatively low tax. Consequently, if a district is rich, it usually provides money for good schools. If it is poor, the opposite is often the case. *Whether a child attends a well-equipped school, a poorly equipped school, or no school at all is therefore purely accidental.*

The enormous differences in the ability of local communities to support their schools has been brought out by studies of conditions in a number of States.

**COLORADO**

<i>Colorado Counties</i>	<i>Taxable Wealth<sup>2</sup> per School Child</i>
Baca .....	\$1,822
Conejos .....	2,072
Washington .....	3,516
Pitkin .....	5,615
Cheyenne .....	9,442
Park .....	22,674

To raise a certain amount per child requires 12 times as great a tax rate in Baca as in Park County. But this is but a partial statement of the real situation.

<sup>1</sup>United States Bureau of Education—Statistics of State School Systems, 1917-18 and 1919-20.

<sup>2</sup>United States Bureau of Education, Bulletin No. 6, 1922, p.14.

In each of the counties given above there are several districts which are the real units for taxation, since 81 per cent of all school money in Colorado is raised in the local "districts" rather than in the "county."

In one of the counties given in the preceding table the situation was as follows:

<i>Districts in Conejos County</i>	
<i>Districts</i>	<i>Taxable Wealth<sup>1</sup> per School Child</i>
No. 29.....	\$ 617
No. 26.....	1,274
No. 16.....	6,117
No. 15.....	26,545
Conejos County as a whole.....	2,072

District No. 29 has to levy 43 times as great a tax as district No. 15 in order to raise a given amount of money per child.

A similar situation is revealed in Pennsylvania, a State in which 84 per cent of the school money came from the local "districts" in 1920.

#### PENNSYLVANIA

##### *Taxable Wealth Per Child of School Age in Six Counties<sup>2</sup>*

Fulton .....	\$1,260
Sullivan .....	2,010
Clearfield .....	2,110
Lancaster .....	5,190
Northampton .....	5,320
Delaware .....	7,670

In Fulton County, to raise a specified amount per child it would require six times as high a tax rate as in Delaware County.

#### MASSACHUSETTS

<i>City or Town</i>	<i>Amount of Taxable<sup>3</sup> Property Per Child in Attendance 1920</i>
Brookline .....	\$23,995
Dover .....	22,586
Boston .....	14,003
Ashland .....	5,142
Dracut .....	3,458
Blackstone .....	3,283

Blackstone must levy a tax 7 times that of Brookline to raise a given sum per child.

<sup>1</sup> United States Bureau of Education, Bulletin No. 6, 1922, p. 14.

<sup>2</sup> The Nation and the Schools, Keith and Bagley, Macmillan Co., p. 255.

<sup>3</sup> The Commonwealth of Massachusetts, Bulletin of the Department of Education, 1922, No. 3, pp. 10, 31, 71, 90, 110.

## INDIANA

Below is given the result of a recent study made in Indiana: <sup>1</sup>

"There is the sum of \$22,086 of taxable property in one county for each person enumerated for school purposes as against \$1,873 in another county, or \$11.70 of taxables in the former county per each child enumerated for school purposes as against \$1 in the latter county.

There is such an unequal distribution of wealth in Indiana that some townships are able to maintain their schools with a local tuition tax of 5 cents on each \$100 of taxables, while other townships cannot maintain their schools the minimum term upon a local tuition tax of 75 cents, the legal maximum. This condition requires one citizen of Indiana to bear a tax burden *fifteen times* greater than that borne by another Indiana citizen for the education of his children."

## IOWA

A recent study made in Iowa shows that one city in order to support its schools must levy a tax of \$15.08 on each \$1,000, whereas another city in this State supports its schools on a tax of \$1.30 on each \$1,000 of taxable property.

## NEBRASKA

A recent study in Nebraska states:

"The assessed valuation per pupil in average daily attendance ranges from \$1,223.52 to \$21,362.57 per pupil in average daily attendance."

The same study shows that seven Nebraska districts have an assessed valuation per pupil in attendance of less than \$1,500, while three districts have an assessed valuation per pupil in attendance of over \$20,000. Yet over 92 per cent of all school revenue in Nebraska comes from the local district.<sup>2</sup>

## NEW YORK<sup>3</sup>

A recent survey of the schools in New York State where 88 per cent of the school revenue comes from the local districts, provides the following:

County	Tax Rate in Mills (equalized)	Expenditure Per Pupil
Delaware . . . . .	8	\$ 77
Monroe . . . . .	3¼	149

"Monroe County is so rich that it can afford to have the very best teachers and still have a lower tax burden than Delaware County. . . . The contrast between the supervisory districts in these two counties is *typical* of many that may be found among the rural schools of the state of New York."

<sup>1</sup>"What Is Needed to Advance Indiana's School System from 17th to 1st Place?" Pamphlet issued by Indiana Educational Campaign Committee.

<sup>2</sup>A study of Reports Pertaining to Rural Schools, Nebraska, Extension Department, Nebraska State Teachers' College, Hans C. Olsen, p. 141.

<sup>3</sup>Rural School Survey of New York, Geo. A. Works, Ithaca, N. Y., p. 230.

## Children Penalized by Resulting Inequalities in School Support.

As a result of the striking inequalities in the ability of local districts to pay for schools the support that is given in different districts varies enormously. Some districts on a small tax can provide splendid schools—others by taxing to the limit cannot provide even the minimum essentials.

The average annual expenditure per child attending school is nearly twice that per country child, according to John J. Tigert, United States Commissioner of Education. But the comparisons of school expenditures need not be confined to rural children as against city children to reveal inequalities. The inequalities are great even when one city is compared with another. Typical situations in a number of states are revealed in the following tables:

### MASSACHUSETTS

City or Town	Amount of Money <sup>1</sup> Spent in 1921 for Each Pupil Attending
Dover . . . . .	\$150.84
Weston . . . . .	134.11
Boston . . . . .	82.67
Blackston . . . . .	45.65
Dracut . . . . .	43.67
Somerset . . . . .	42.24

### COLORADO

County	Annual Expenditure <sup>2</sup> Per Child
San Juan . . . . .	\$77.31
San Miguel . . . . .	50.45
Moffat . . . . .	40.42
Routt . . . . .	33.65
Costilla . . . . .	21.39

### NEW YORK

A survey of the schools of New York just completed shows that among 1,000 common school districts, the annual expenditure per pupil varied all the way from \$20 to \$185. Forty-three common school districts expended less than \$35 per pupil—twenty-two expended more than \$185 per pupil.

A similar situation existed in the cities. Some cities spent less than \$40 per pupil—others spent over \$100.<sup>3</sup>

### NEW JERSEY

A recent statement of conditions in New Jersey reads as follows:

"Under our public school system there is no equality of opportunity in our public schools—the opportunity of each child is fixed by residence. The wealthy and more populous school districts will naturally provide broader and more comprehensive educational systems than the less fortunate communities."

<sup>1</sup> The Commonwealth of Massachusetts, Bulletin of the Department of Education, 1922, No. 3.

<sup>2</sup> United States Bureau of Education, Bulletin No. 6, 1922, p. 15.

<sup>3</sup> Rural School Survey of New York State, Geo. A. Works, Ithaca, N. Y., p. 215.

## NEBRASKA

A recent survey in Nebraska revealed that some districts expended an average of 21 cents a day per pupil in attendance while others spent \$2.55 a day or twelve times as much.

## ALABAMA

A study just completed in Alabama states:<sup>1</sup>

In some counties a very small tax makes possible a term of seven or eight months. Other counties, by taxing themselves to the constitutional limit, are barely able to maintain a term of five months even by paying salaries so small as practically to forbid that well-trained teachers will be secured. As a single illustration of this inequality the cases of Lowndes and Marion counties may be taken:

	Lowndes County	Marion County
Tax rate in mills.....	3	8
Annual expenditure per white pupil for current expenses	\$41.64	\$10.25
Length of school term in days.....	142	95
Average white teacher's salary.....	\$607.00	\$381.00

### *Children Penalized by Being Denied Instruction from a Trained Teacher.*

It has been estimated that only one-fifth of the teachers of the nation have an education equal to the standard of preparation recognized in all civilized countries as constituting the lowest minimum for elementary school teaching.

The situation is summed up by one authority as follows:

Imagine the public-school teachers of the country, extended in a long line. Allowing three feet of space for each individual, this line will extend unbroken for over three hundred miles. . . .

Let the first arrangement follow the order of age or maturity. The youngest teacher is at one end of the line, the oldest teacher at the other; the remaining teachers are arranged in order of age. Starting with the youngest teacher and journeying along the line, one will traverse one-fourth of the entire distance before reaching a teacher who has passed the age of twenty-one. Roughly speaking, one-fourth of all of the Nation's children are receiving their education at the hands of these immature teachers. This, however, does not tell the whole story, for one will have passed in all likelihood more than 100,000 teachers before reaching the first of the twenty-year-old group, while tens of thousands of those first encountered are only sixteen, seventeen, or eighteen years old.

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<sup>1</sup> Education in Alabama, State Board of Education, 1922, pp. 53 and 54.

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We call no uneducated quack or charlatan to perform surgery upon the bodies of our children lest they may be deformed, crippled and maimed physically all their lives. Let us take equal care that we intrust the development of the mental faculties to skilled instructors of magnanimous character that the mentalities of our children may not be mutilated, deformed and crippled to halt and limp through all the centuries of their never-ending lives. The deformed body will die, and be forever put out of sight under the ground, but a mind made monstrous by bad teaching dies not, but stalks forever among the ages, an immortal mockery of the divine image.—J. Sterling Morton.



Let the line form again on the basis of educational equipment as shown by the length of time that these teachers have themselves attended school. Now the journey along the line will take one past at least 30,000 teachers before one reaches the first individual who has had any education whatsoever beyond the eighth grade of the common school. . . . Continuing along the line, about 150,000 teachers would be passed before reaching the first individual whose total education amounted to more than two years of high-school work, and 480,000—four-fifths of the entire group—would be left behind before one reached the first individual who had met the standard of preparation recognized in all civilized countries as constituting the barest minimum for elementary teaching—two years of training after high-school graduation, or six years of education in all beyond the eighth grade.

Forming the line again on the basis of experience in teaching one would pass 150,000 teachers before reaching the first individual who had taught more than two years, while the middle of the line would be reached before one could greet the first "experienced" teacher—one who had taught at least four years. One-half of the Nation's children, then, are being taught by teachers who have not served sufficiently long to let the discipline of experience compensate in any marked degree for the deficiencies in their initial training.<sup>1</sup>

An investigation during the war period revealed the following concerning the 600,000 public school teachers then in service:

As to age—

100,000 are seventeen, eighteen, and nineteen years old;

150,000 are not more than twenty-one years old;

300,000 are not more than twenty-five years old.

As to length of service—

150,000 serve in the schools two years or less;

300,000 serve in the schools not more than four or five years.

As to education—

30,000 have had no education beyond the eighth grade of the elementary school;

100,000 have had less than two years' education beyond the eighth grade.

200,000 have had less than four years' education beyond the eighth grade;

300,000 have had no more than four years' education beyond the eighth grade.

As to professional preparation—

300,000 have had no special professional preparation for the work of teaching.

Of the twenty million boys and girls in the public schools:

1,000,000 are taught by teachers whose education has been limited to seven or eight years in the elementary schools;

7,000,000 are being taught by teachers who are scarcely more than boys and girls themselves, and whose appreciation of their responsibilities must, in consequence of their youth and inexperience, be extremely slight;

10,000,000 are being taught by teachers who have had no special preparation for their work and whose general education is quite inadequate.

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<sup>1</sup>The Nation and the Schools, Keith and Bagley, p. 221.

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When the war began teachers were generally underpaid. Approximately fifty per cent were receiving salaries of less than \$500. Increases granted during the war period were insufficient to balance the rise in the cost of living. In 1918 the average salary had but seventy-one per cent of the purchasing power of the pre-war salary. Increases granted since 1918 have served merely to restore the purchasing power of teachers' salaries. Additional increases must be given if there is to be any "real" increase in the teachers' salary and if any real progress is to be made towards paying a professional wage.—*Bulletin One, Research Division, National Education Association.*

Since the war a number of surveys have been made which furnish data concerning the preparation of teachers. A survey of Kentucky for the year 1921 shows that "only one elementary teacher in ten is satisfactorily prepared to teach in the elementary school . . . 23 per cent have never gone beyond the elementary school."<sup>1</sup>

A more comprehensive study, the results of which are given in a table below, gives an estimate of the teacher-training situation in twenty-eight of the States in the country.

### *Training of Teachers<sup>2</sup>*

State	Per Cent with Inadequate Training	Per Cent with Normal School Training or Equivalent	State	Per Cent with Inadequate Training	Per Cent with Normal School Training or Equivalent
1	2	3	4	5	6
Alabama.....	90	10	Nebraska.....	96	4
Arizona.....	11	89	New Mexico.....	82	18
Arkansas.....	88	12	New York.....	18	82
California.....	14	86	North Carolina.....	77	23
Connecticut.....	10	90	Ohio.....	58	42
Florida.....	99	1	Oklahoma.....	78	22
Iowa.....	70	30	Oregon.....	21	79
Idaho.....	58	42	Pennsylvania.....	33	67
Kansas.....	58	42	South Carolina.....	65	35
Louisiana.....	33	67	South Dakota.....	66	34
Massachusetts.....	14	86	Utah.....	31	69
Mississippi.....	96	4	Vermont.....	71	29
Missouri.....	66	34	Washington.....	50	50
Montana.....	66	34	West Virginia.....	82	18

### *Better Salaries Attract Trained Teachers to Cities*

In every state in the union there is a wide difference between the salaries paid teachers in the cities and in the rural communities. The table below shows the situation in six representative states:

### *Average Annual Salaries of Elementary Teachers in 1921-22*

State	Cities over 100,000 population	Villages and towns	One room rural schools
1	2	3	4
United States.....	1848	1010	774
Alabama.....	1159	742	419
California.....	1879	1386	1257
Massachusetts....	1539	1126	391
Ohio.....	1756	1031	878
Pennsylvania.....	1966	992	655
Virginia.....	1190	747	385

*Are all children in Alabama getting an equal educational opportunity when some are taught by teachers paid annual salaries of \$1,200 or more while others are taught by teachers receiving annual salaries of less than \$300?<sup>3</sup>*

<sup>1</sup> Public Education in Kentucky, General Education Board, p. 53.

<sup>2</sup> School and Society, March 18, 1922, p. 304.

<sup>3</sup> A partial survey in Alabama in 1921-22 revealed 236 teachers who were paid annual salaries of less than \$300.

A recent study in Alabama shows that the percentage of city teachers who hold professional certificates requiring adequate training is over six times the percentage of rural teachers holding professional certificates. On the other hand, there are over six times as many untrained teachers, those holding third-grade certificates, in the rural as in the city schools. "Here is indicated most strikingly the fact that the training of those who teach rural boys and girls is much poorer than the training of those who teach city boys and girls."<sup>1</sup>

*Are all children in Massachusetts getting an equal educational opportunity* when some are taught by teachers who can command annual salaries of \$1,600 while others are taught by teachers who are willing to accept an annual salary of less than \$300?<sup>2</sup>

### *Children of One-Room Schools Are Most Severely Penalized*

It is the children of the one-room schools of the country who are most severely penalized, although the educational opportunity denied these children is often similarly denied children in the larger rural schools and in cities.

In the one-room schools a single teacher must instruct children of all grades and ages—"from the cradle to the grave." The character of the instruction often resulting is well summed up as follows:

"The shortness of the recitation period causes the teacher to do little else than testing. The usual procedure is to call on the pupil to answer the questions which she asks or to request him to tell what he knows about the lesson. If he cannot answer, or answers incorrectly, she calls on another. About the only instruction that the pupil who needs it gets is hearing another pupil answer the question. . . . The time is soon consumed and the teacher hurriedly assigns the next lesson. This is so poorly done that the pupil is not interested in the next lesson or does not understand what he is to do except to 'take the next lesson.'"<sup>3</sup>

### DEFICIENCY IN FUNDAMENTAL SUBJECTS IN RURAL SCHOOLS

A recent report inquires:<sup>4</sup>

Does the child in the one-teacher rural school have opportunities equal to the child in the city in learning to read, spell, manipulate figures, and to know the facts in American history?

The answer to this question is "No," according to comparisons made in four States—Kentucky, New York, North Carolina, and Virginia.

This answer is based on results found in recent surveys made in these States. The achievements of the children were measured by the same or similar standardized tests. Due allowances were made for the fact that the elementary course in North Carolina and Virginia is seven years instead of eight.

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<sup>1</sup> Education in Alabama, State Board of Education, 1922, pp. 53 and 54.

<sup>2</sup> A partial survey in Massachusetts in 1921-22 revealed 80 teachers who were receiving annual salaries of less than \$300.

<sup>3</sup> Organizing and teaching a One-Teacher School in Illinois, F. G. Blair, Supt. of Public Instruction.

<sup>4</sup> The Rural Child Deficient in the Elementary School Subjects, U. S. Bureau of Education, 1922.

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Public education is the basis of citizenship and is of primary importance to the welfare of the nation.—President Harding.

No child can grow round shouldered, nervous, anaemic, nearsighted, discouraged or egotistical in getting an education. If these conditions result, he is not getting an education.—Mrs. Marietta Johnson.

### *What the Reading Tests Show*

"The reading tests point out that in Kentucky, New York, and North Carolina the small rural schools are getting results which are a full year behind those of the city schools."

### *What the Spelling Tests Show*

"Just as in reading, the results of the spelling tests in Kentucky show that the small rural schools are one year behind those of the cities."

### *What the Arithmetic Tests Show*

"The addition scores indicate that the work of these grades in the one-room schools is about two and three-quarter years behind that of the same city grades."

### *What the History Tests Show*

"Seventh-grade rural children in North Carolina did only half as well as sixth-grade children are expected to do."

A number of State surveys have revealed the conditions that generally exist in the 190,000 one-room schools of the country. In these schools are enrolled approximately 4,000,000 children. Facts taken from one of these surveys are given below. This survey, completed in 1922, concerns the richest State in the Union, New York, whose public school system compares well with those of other States. The conditions discovered are typical of those revealed by a number of similar investigations in other States.

## **What About the Teacher in One-Room Schools?<sup>1</sup>**

### *The Teacher Is Untrained*

"The most significant fact regarding the preparation of rural school teachers is the very small proportion of normal school graduates in the one-teacher schools . . . it would seem that, out of a total of 8,400 teachers in one-teacher schools, not more than 420 have had the amount of preparation generally agreed upon as the lowest acceptable minimum for elementary teachers.

"The country child in New York State who attends a one-teacher school has one chance in twenty of coming under the instruction of a teacher who has met this minimal standard; the child living in a village has more than one chance in four of having such a teacher; while the child living in a typical city of the third-class has less than one chance in five of not having such a teacher."

### *The Teacher Is Inexperienced*

"The one-teacher schools employ each year approximately 1,850 new teachers . . . twenty-two per cent are serving their first year.

"The country child in New York state has one chance in five of coming under the instruction of a teacher who is just beginning his or her work; the city child's chances are in the ratio of one to ten—just half the risk."

### *The Teacher Is Immature*

"The country child attending a one-teacher school runs one chance in four of having a teacher who is not yet old enough to vote, although charged with a responsibility beside which the responsibility of the individual ballot is a mere bagatelle. The city child has less than one chance in ten of having one of these immature teachers."

<sup>1</sup>The quotations and figures in the subsequent paragraphs are taken from Rural School Survey of New York State, Joint Committee on Rural Schools, Ithaca, N. Y.

## What About the Equipment of the One-Room School?

Over fourteen hundred of New York's one-room schools selected at random from the 8,400 in use, were scored by experts. These experts used a carefully worked out scale on which a score of 1,000 points meant that a school building just barely satisfied "essential standards."

The one-room buildings average 608 points on this scale. The survey states:

"These facts make it clear that the one-teacher school building in New York is far short of meeting standards that may be set as reasonable, and suggest a problem that should challenge the best effort of rural communities. Not only are the scores low in general but they show a remarkable degree of uniformity."

Some of the findings in detail follow:

*Lighting.* "Only 3.4 per cent of the one-teacher schools meet the standard," which means that the eyes of many children are being seriously impaired.

*Heating and Ventilation.* "Of the one-teacher schools, 83.3 per cent have no fresh air intake and 80.3 per cent have no foul air outlet. Only 31 per cent of the one-teacher schools have that necessary means for securing an impersonal test of the amount and the distribution of heat—a thermometer."

*Water Supply and Washing.* "The water is seldom analyzed so that the test of purity is a practical one—whether or not illness results. . . . Seventy-five per cent of the schools had no independent water supply but were dependent on a 'neighbor's well.' . . . The open water-pail, the common cup, and the common towel are still in evidence."

*Cleaning.* "Unhygienic methods of cleaning the schoolroom are common."

*First Aid.* Only 10.3 per cent of one-teacher and 12.2 per cent of two-teacher schools have a first-aid outfit of any kind."

*Toilets.* "Unclean, badly marked, poorly ventilated and lighted, with inadequate means of separating the sexes. . . ."

*Desks.* "In 42 per cent of the one-teacher and in 24.4 per cent of the two-teacher schools the seats and desks are not arranged according to size. . . . This is almost certain to mean maladjustment for the child."

*Blackboards.* "Painted boards are all too common, especially in the one-teacher schools. These soon become a disgrace: the individual boards warp and draw apart, leaving gaps, while the paint soon wears off."

*Play Facilities.* "One requirement should be for sufficient space. . . . It is found, however, that very few (9.4 per cent) of the one-teacher schools meet the standard. . . . As it is, children must now generally use the road, with the constant danger from automobiles, except in the most remote districts."

*Upkeep of Building.* "All these facts indicate that even such facilities as are provided are not kept in such condition as to contribute fully to accomplishing the purpose of those facilities in the school. . . . Seven per cent of the buildings are not insured."

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*In a complex community of modern times, the general property tax proves hopelessly impracticable. It leads to glaring inconsistencies and inequities, and fails completely of attaining its professed object. Property and income no longer run side by side. All sorts of income develop which do not rest on the ownership of property. . . . Not all property supposed to be reached can, in fact, be reached. . . . To tax a man on his property without making allowance for his indebtedness is manifestly not in accord with the general intent of a property tax. . . . The final cause which has led to the breakdown of the property tax has been the development of corporations, and so of the ownership of wealth under corporate form. Stocks, bonds, and corporate securities of all sorts are the form in which riches are likely to be held. All these are property, and taxable as such. F. W. Taussig, Harvard University, in Principles of Economics, Vol. II, pp. 528, 532.*

## How Does Your State Stand?

States	Number of one room schools, 1920 <sup>1</sup>	Average salary teachers one room schools, <sup>2</sup> 1922	Average salary teachers in cities, <sup>3</sup> 1922	Estimated number rural teachers paid less than \$500, <sup>4</sup> 1922	Percent rural teachers paid less than \$500, <sup>5</sup> 1922	Percent of teachers untrained, <sup>6</sup> 1922
1	2	3	4	5	6	7
United States.....	189,227	\$ 774	\$1,848	39,430	12	3
Alabama.....	3,839	419	1,159	4,272	55.0	90
Arizona.....	265	1,243	1,675	.....	.....	11
Arkansas.....	5,215	428	1,102	3,544	51.0	92
California.....	2,366	1,257	1,879	.....	.....	14
Colorado.....	4,222	874	1,891	29	.8	(?)
Connecticut.....	587	931	1,552	.....	.....	10
Delaware.....	296	689	975	210	10.0	(?)
D. C.....	3	(?)	1,586	.....	.....	(?)
Florida.....	1,770	399	1,202	1,040	28.0	99
Georgia.....	5,152	300	1,451	5,100	57.0	(?)
Idaho.....	1,102	918	1,479	70	2.0	58
Illinois.....	10,145	781	1,913	646	4.0	(?)
Indiana.....	4,880	861	1,516	.....	.....	(?)
Iowa.....	11,340	768	1,452	80	.6	70
Kansas.....	7,624	731	1,692	178	1.0	58
Kentucky.....	6,500	463	1,247	5,198	59.0	(?)
Louisiana.....	1,837	659	1,580	260	4.0	33
Maine.....	2,309	595	1,296	46	10.0	(?)
Maryland.....	1,602	696	1,069	39	1.0	(?)
Massachusetts.....	787	391	1,589	93	12.0	14
Michigan.....	7,004	832	1,733	180	2.0	(?)
Minnesota.....	7,668	845	1,614	94	1.0	(?)
Mississippi.....	4,371	328	929	4,150	64.0	96
Missouri.....	8,066	594	1,822	3,269	29.0	66
Montana.....	3,079	966	1,638	69	2.0	66
Nebraska.....	6,284	869	1,731	54	.6	96
Nevada.....	250	988	1,436	.....	.....	(?)
New Hampshire.....	803	718	1,323	.....	.....	(?)
New Jersey.....	654	1,011	1,631	.....	.....	(?)
New Mexico.....	4,748	1,084	1,297	6	.3	82
New York.....	8,639	883	2,600	.....	.....	18
North Carolina.....	4,174	383	1,071	4,126	32.0	77
North Dakota.....	4,372	867	1,395	.....	.....	(?)
Ohio.....	8,090	878	1,756	183	1.0	58
Oklahoma.....	4,426	826	1,630	252	2.0	78
Oregon.....	2,280	862	1,237	2	.06	21
Pennsylvania.....	10,254	655	1,966	193	1.0	33
Rhode Island.....	462	786	1,722	.....	.....	(?)
South Carolina.....	3,152	396	1,667	973	13.0	65
South Dakota.....	4,584	928	1,413	.....	.....	66
Tennessee.....	4,766	365	1,096	6,847	58.0	(?)
Texas.....	5,490	671	1,520	718	4.0	(?)
Utah.....	137	844	1,392	29	1.0	31
Vermont.....	1,190	674	1,013	16	1.0	71
Virginia.....	3,786	385	1,190	6,696	43.0	(?)
Washington.....	1,747	1,104	1,780	3	.06	50
West Virginia.....	5,415	574	1,415	90	15.0	82
Wisconsin.....	6,606	857	2,293	3	.02	(?)
Wyoming.....	1,289	755	1,396	.....	.....	(?)

<sup>1</sup> U. S. Bureau of Education, Statistics State School Systems 1919-20.

<sup>2</sup> Bulletin One, Research Department, National Education Ass'n—these figures concern only the larger cities of each state.

<sup>3</sup> School and Society, March 18, 1922, p. 304.

<sup>4</sup> Figures for 1918.

<sup>5</sup> Schools with enrollment of fewer than 40.

<sup>6</sup> Figures for 1919.

<sup>7</sup> No data.

<sup>8</sup> Cities over 100,000 in population.

# Is This The Equal Opportunity Guaranteed To All American Children?

## SOME ATTEND SCHOOLS

1. Open 200 days a year—well organized and carefully supervised.

2. Taught by trained, experienced, mature, well-paid, and competent teachers.

3. Conducted in modern, fireproof, sanitary, and well-equipped buildings.

4. Adequately supplied with the best textbooks and teaching materials.

5. Which train for the great opportunities and responsibilities of twenty

## OTHERS ATTEND SCHOOLS

1. Open only a few weeks a year—poorly organized and unsupervised.

2. Taught by untrained, inexperienced, immature, underpaid, and incompetent teachers.

3. Conducted in ill-adapted, unsanitary shacks—a menace to safety and health.

4. Lacking suitable textbooks and other necessary teaching materials.

5. Which train for life as it was in the days of the oxcart and spinning

ment of corporations, and so of the ownership of wealth, and the use of money, and corporate securities of all sorts are the form in which riches are likely to be held. These are property, and taxable as such. F. W. Taussig, Harvard University, in *Principles of Economics*, Vol. II, pp. 528, 532.

